

Comments by Officials of Major Component
- of the Agency on (1) the Career Staff; -
(2) CIA Career Service

11-1840

2 March 1959

MEMORANDUM FOR: Inspector General

SUBJECT: IG Survey of the Office of Personnel

REFERENCE: Memo from the IG, dated 29 Jan. 1959, Same Subject

Following are the answers to your questions raised in the referenced memorandum.

a. What are your views as to the merits of a CIA Career Staff?

A: Surely the concept of a CIA Career Service has merit. As a framework to develop pride and esprit de corps in an unusual profession it could be most effective. However, to achieve this it must offer rewards, tangible and intangible, beyond those to be expected from the sound personnel management program that CIA would be expected to have.

b. Should eligibility for membership be more restricted than at present?

A: I believe experience has shown us that the present availability of CS membership to all types of employees has resulted in some loss of prestige in such membership. Perhaps a CS limited to "officers", with more exacting performance criteria and with a longer period of trial would help. Such a group would still be large enough to avoid the term "elite corps".

c. Is the basic concept of separate career services for CIA sound?

A: As the Agency is presently constituted, physically as well as organizationally, I feel some separate services or sub-services within CIA's Career Service are sound. Too large groups make for impersonal handling and poor administration, especially if not homogeneous in the nature of their work. Were a smaller CIA Career Service as above to come about, perhaps it could be administered as one body.

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- d. In terms of intelligence personnel administration, what features of the CIA Career Service Program have been of most assistance to you in exercising your responsibilities?

A: The most important effect of the Program has been the impetus given to the development and use of Career Boards in administration of functions such as promotion, training, rotation, reassignment, etc. The considered, competitive selection of individuals has improved the Agency's personnel management.

- e. Are you satisfied with present procedures governing the processing of personnel actions through the various Career Service Panels and Boards to effect promotions, rotations and assignments? In what way could these procedures be improved or modified to best meet your particular needs?

A: The DD/I area is generally satisfied with such present procedures. However, there should be more uniform standards for the changing of career designation when an individual is reassigned permanently to another Deputy's area.

- f. What would be your main objections, if any, to greater interchange of employees on a rotation basis between DD/P, DD/I and DD/S?

A: I have no objections at all to greater interchange of employees on a rotation basis between the major components. It should, in fact, be increased especially among younger, middle graded officers of good potential. Wise, selective rotation of experienced senior officers is also important.

- g. Any additional comments pertaining to the program as a whole.

A: Two additional comments. The DD/I Vacancy Notice system has proven of great value in filling DD/I vacancies with the best material and in developing employee confidence in their opportunities to be considered for new job opportunities. I believe this idea could well be expanded to encompass the other components.

A major problem of our present personnel or Career Service program is the difficulty of transfer between the Career Services of the different components, DD/P, DD/S, and DD/I.

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We may well be approaching the time when an overall Agency Career committee is needed with the authority to make placements in situations where they feel the good of the Agency is enhanced by the resultant development of the individual or by placement of the most qualified individual on the job.

I am attaching hereto the comments on career service from each of my offices.



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ROBERT AMORY, JR. /
Deputy Director (Intelligence)

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OBI Career Service Board

16 FEB 1959

a. What are your views as to the merits of a CIA Career Staff?

The chief merits of the CIA Career Staff as presently operated appear to be these:

- 1) Membership gives employees some feeling of "Status," a sense of belonging.
- 2) The Career Staff concept provides a medium for personnel administration and, to some extent, career development.

While very few have turned down the opportunity to join the Career Staff, most employees appear to attach little significance to membership. They see few or no advantages proceeding out of it. They regard selection as automatic upon completion of three years service. Some expected creation of a Career Staff to lead to frequent rotation and assignment overseas and these persons have of course been disappointed. Still, given all this, the Career Staff has served the purpose of implanting a group feeling of permanence and stability, and some slight prestige attaches to membership.

b. Should eligibility for membership be more restricted than at present?

This question relates to the first and to the relatively little importance most employees now appear to associate with Career Staff membership. There is a general feeling that the Career Staff started out to be more selective than actually proved to be the case. The wording of CIA Regulation [redacted] and the Application 25X1 for Membership seems to suggest rigid standards of quality, performance, and long-term dedication to the Agency's mission:

"The Career Staff is a group of carefully selected and trained individuals who accept an obligation to devote themselves to the needs of the Agency, and who intend to make a career with the Agency."

It is the degree to which Career Staff selection has diverged from the stated goal of "a group of carefully trained and selected individuals" that has led to the attitudes discussed above in the first question.

While most Career Staff members, particularly the more senior professionals, would agree that membership eligibility should be somewhat more restricted than at present, there is no consensus on how to accomplish this. Some would extend the longevity principle such that an individual would be eligible for, say, Associate Membership at the end of five years and Full Membership at the end of ten. It is argued that by thus increasing the time required, those persons who may now qualify on a three-year basis but who are essentially non-career minded would tend to be excluded and membership would be made more meaningful. Others would impose limitations based on age (such as 30 as a minimum age), or grade (such as GS-7 as a minimum grade), or occupational group (some ask why should wage board personnel be

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members of an intelligence career staff), or combinations of these. While the feeling exists that it would be desirable to have Career Staff membership synonymous with high standards of performance and professional excellence, it is generally recognized that it would be very difficult, if not impossible, to make such a selection and the potential adverse morale factors involved would be considerable.

c. Is the basic concept of separate career services for CIA sound?

The criticism of separate career services in the DD/I Area is that the career horizon is limited for career staff employees, particularly in the smaller offices. However, the DD/I Vacancy Notice program has operated to ameliorate this aspect and it has not proved difficult to change Service Designations upon transfer from one career service to another within the DD/I Area.

While there may be some criticism of separate career services from the individual employee's point of view, so long as the Agency is constituted in its present manner, with the Office of Personnel essentially a support activity without overriding personnel assignment powers (such as exists in the Bureau of Naval Personnel in the Navy), separate career services based upon existing organizational components are inevitable and necessary. In fact, as time goes by, the problems of personnel and management in the Agency have come to be based more and more upon the separate career service concept. The ramifications of the Career Service Staffing Authorization and Planning Paper are cited. Given the existing organization of the Agency, the basic concept of separate career services is sound. The complexities of administering consolidated career services that cut across component lines would offset any advantages of broader horizons.

d. In terms of intelligence personnel administration, what features of the CIA Career Service Program have been of most assistance to you in exercising your responsibilities?

The creation of a Career Service Board and the assignment of certain personnel administration functions and responsibilities in terms of the component as a whole to the Board has been of value in establishing common policies and procedures. It has also provided a sounding board for discussion of individual Division problems or ideas relating to personnel matters.

e. Are you satisfied with present procedures governing the processing of personnel actions through the various Career Service Panels and Boards to effect promotions, rotations and assignments? In what way could these procedures be improved or modified to best meet your particular needs?

It frequently takes a long time to get Career Service Board action completed between Areas. Gaining Career Services are usually slow about initiating action to change the Service Designations of persons coming to them from another Area. While this has not been too serious in the past, as the Agency operates more and more in terms of personnel accounting based on the number in each Career Service more prompt action relating to Career Service Designations will be necessary.

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f. What would be your main objections, if any, to greater interchange of employees on a rotation basis between DD/P, DD/I, and DD/S?

Greater interchange of employees on a rotation basis between the major Areas would require some expansion in individual component ceilings in order to allow for those in in-training and casual status. While the amount of rotation between Areas probably will increase as the Agency stabilizes and the average length of duty increases, there will always be problems of cover, security, and compartmentalization acting as a brake on personnel movement to other Areas. A significantly greater amount of rotation than at present probably would require some central personnel management activity that does not now exist.

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24 FEB 1959

MEMORANDUM FOR: Assistant to DD/I (Administration)

SUBJECT : IG Survey of the Office of Personnel

REFERENCE : Inspector General Memorandum dated 29 January 1959,
same Subject

1. In accordance with your request for candid expressions of opinions on the CIA Career Service Program, comments in answer to the questions in reference memorandum are submitted below. It must be realized that there are varying opinions on the questions raised.

a. What are your views as to the merits of a CIA Career Staff?

We believe that a CIA Career Staff is a concept of merit. The present CIA Career Staff, as it has developed and now exists, is not considered to have any particular merit.

b. Should eligibility for membership be more restricted than at present?

Yes. In our opinion an effective, meaningful Career Staff must both be more selective and concomitantly more rewarding. This concept of more restrictive selection and increased benefits is discussed in detail in our memorandum of 4 April 1958, subject: Suggested Benefits for Career Staff Employees.

c. Is the basic concept of separate Career Services for CIA sound?

The basic concept of separate Services is considered to be sound and the benefits have been proven. This is in recognition of the fact that sufficient differences in the personnel requirements and problems of different operational bodies of the Agency exist to

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SUBJECT: IG Survey of the Office of Personnel

warrant specialized competence for each body. However, we wish to emphasize the belief that these separate Services should represent the largest possible areas of interest and that they need not necessarily follow rigidly organizational lines. It is most important that some sort of bridge between these separate Career Services, both within and across DD borders, be developed. It is considered most desirable that the services insofar as possible not be allowed to strengthen the compartmentalization which seems to be so much a part of the present organizational structure.

d. In terms of intelligent personnel administration, what features of the CIA Career Service Program have been of most assistance to you in exercising your responsibilities?

It is considered that the Career Service Program, either directly in the procedures established or indirectly by continuously developing a consciousness of personnel administration, has resulted in more equitable and better planned practices in such matters as promotions, training and the selection of candidates for specific positions, both as to external recruitment and internal selections. It should be observed, however, that some aspects of the Career Service Program should be restated or strengthened by specific practical measures. For example, the Career Preference Outline, a basically good concept, has been limited in its effectiveness. Consistency in Agency utilization of the CPO has been lacking. The Head of a given Career Service is limited in his ability to effect many good suggestions for placement and rotation. A useful and valuable assist in this matter has been provided in the DDI through the medium of the vacancy notices. It is recommended that this very practical device be considered for use across DD lines.

f. Are you satisfied with present procedures governing the processing of personnel actions through the various Career Service Panels and Boards to effect promotions, rotations and assignments? In what way could these procedures be improved or modified to best meet your particular needs?

In general, present procedures are considered to be satisfactory. The proposed promotion aspects are believed to be handled well and additional improvements

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SUBJECT: IG Survey of the Office of Personnel

may result from an effective use of the Personnel Management Program recently constituted in CIA Regulation [] (CSSA and the Planning Paper). In connection with the earlier suggestion that Career Service areas be larger in scope, greater equity and objectivity in these considerations may also be possible. The problems of rotations or reassignments are somewhat more difficult and generally are handicapped by such perennial problems as ceiling, internal pressures and parochial considerations of supervisors.

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No specific suggestions for improving or modifying these procedures can be made at this time within the confines of this particular Career Service. Those procedures believed to be most effective for our purposes, have already been implemented. By way of general comment, it is submitted that the issue may not be so much in procedures as in concepts or stated policy. For example, while it is generally agreed throughout the Agency that rotation, transfers, etc., are good things and ought to be done, there appears to be a lack of conviction and no stated specific policy for administration. In general, it appears to be left to the individual himself or the relatively local component in which he finds himself.

f. What would be your main objections, if any, to greater interchange of employees on a rotation basis between DD/P and DD/S?

No objections. On the contrary, we believe that rotation between areas is imperative if best use is to be made of those personnel with clearly recognized competence and potential. Such interchange is also essential to the mutual understanding and effective operation of the Agency.

g. Any additional comments pertaining to the program as a whole?


It seems undoubtedly true that the Career Service Program as a whole has desirable effects in some aspects of normal, good, personnel management. It has probably stimulated the administrative elements to strive in a systematic way for greater fairness and objectivity in the handling of personnel assignments and promotions. In addition, the program has probably occasioned more forward-looking planning by both individuals and management relative to training and ultimate achievements.

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SUBJECT: IG Survey of the Office of Personnel

Conversely, it must be noted that the program has been time consuming, short of efficient in the realization of its objectives and to a great extent has superimposed considerable procedure, ceremony and paper on top of the normal and necessary administrative elements of the organization which could be expected to achieve essentially the same results in plain, ordinary concepts of good management. It is further noted that the Career Service concept has been far more valuable than the Career Staff. As pointed out earlier, the Career Service concept of accountability and responsibility is indeed valuable and sound. It is our earnest desire to have a good and meaningful Career Staff as well.

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HERBERT SCOVILLE, JR.
Assistant Director
Scientific Intelligence

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10 FEB 1959

MEMORANDUM FOR: Assistant to DD/I (Admin)

SUBJECT : Comments on CIA Career Service Program

REFERENCE : Memorandum from IG for DD/P, DD/I and DD/S,
dated 29 Jan 59, subj: IG Survey of the
Office of Personnel

With reference to the specific points raised in the memorandum from the Inspector General, the members of our Career Service Board have concluded that the present activities of the Career Service Staff do not in themselves constitute a sufficient justification for the existence of the Career Service Program. However, if we regard the present program as the germinal phase of an organization which is to grow to a useful and significant maturity, then it should be continued and developed to that end.



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HUNTINGTON D. SHELDON
Assistant Director
Current Intelligence

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CENTRAL INTELLIGENCE AGENCY

OFFICE OF CENTRAL REFERENCE

25 February 1959

MEMORANDUM FOR: Chairman, CIA Career Council

SUBJECT : IG Survey of the Office of Personnel

REFERENCE : Memorandum, this subject, from IG, dated 29 January 1959

1. The following observations on the questions submitted by the IG reflect a consensus among members of the OCR Career Service Board:

a. What are your views as to the merits of a CIA Career Staff?

Virtually no enthusiasm for the CS concept exists in any division of this office for very practical reasons. There have been no tangible benefits to the individual. An element of sophistry in the plan has been identified by almost all of our supervisors. The program is deceptively simple yet so complex that benefits are illusory. The Agency has gained nothing by a signature on an application for membership nor has the employee gained anything by so applying under the present CS program. The acceptance of nearly every applicant into the CS has had a negative morale effect. The "diploma" is nothing more than recognition of perseverance.

b. Should eligibility for membership be more restricted than at present?

Yes. The truly outstanding employee is accepted on a par with the employee who has been only satisfactory. If, as the literature on the subject suggests, membership in the CS is an honor, then incentives to spur employees to aspire to the honor need to be established along with appropriate qualifications to be met by the employee.

c. Is the basic concept of separate career services for CIA sound?

No. We do not work for separate agencies. We work for CIA. The concept of separate career designations applies artificial barriers to development of flexibility. Normal inertia is enough of a real barrier.

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- d. What features of the CIA Career Service Program have been of most assistance to you in exercising your responsibilities?

The vacancy notice system operated in the DDI area is not a regular part of the CS program but has been a very effective means of getting the right person for a job. The existence of an Office Career Board has been the most effective tool of personnel management.


- e. Are you satisfied with present procedures governing the processing of personnel actions through the various Career Service Panels and Boards to effect promotions, rotations and assignments? In what way could these procedures be improved or modified to best meet your particular needs?

Yes. However several of the Parkinson laws seem to have taken effect in the processing of personnel actions.

- f. What would be your main objections to greater interchange of employees on a rotation basis between DD/I, DD/S and DD/P?

We would have no objections to interchange of personnel among the three components. However, we do believe that only personnel of high potential would really benefit from such an exchange, or even benefit the Agency.

2. We cannot separate out the time spent on the Career Service Program directly from that spent in normal personnel administration. While considerable time is spent occasionally by individual meetings on different Boards, overall this is not an important factor.


Paul A. Borel
Head,
OCR Career Service

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20 February 1959

MEMORANDUM FOR: Deputy Director (Intelligence)

SUBJECT: Comments on IG Memo of 29 January 1959, subject:
"IG Survey of the Office of Personnel"

1. The questions raised in the subject memorandum have been discussed at the OO Career Service Board, and each component of this Office has been asked to freely submit their views.

2. The following answers to the specific questions are a digest of my opinions and those that I have received.

a. What are your views as to the merits of a Career Staff?

Ans. The concept of a Career Staff is sound. However, as presently constituted it leaves a great deal to be desired.

b. Should eligibility for membership be more restricted than at present?

Ans. Yes. It should be restricted to those who have earned it and have a proven potential as long term career officers.

c. Is the basic concept of separate career services for CIA sound?

Ans. Because of the size and magnitude of CIA it would appear sound to have career development channelled into different general activities.

d. In terms of intelligence personnel administration what features of the CIA Career Service Program have been of most assistance to you in exercising your responsibilities?

Ans. The best feature of the Program has been the requirement of having open discussions concerning promotions, assignments, rotations and other personnel actions.

e. Are you satisfied with present procedures governing the processing of personnel actions through the various Career Service Panels and Boards to effect promotions, rotations and assignments?

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In what way could these procedures be improved or modified to best meet your particular needs?

Ans. Present procedures, although cumbersome at times, appear satisfactory. This is limited to the 3 categories (promotions, rotations and assignments) mentioned above when the OO Career Service Board is the final arbiter. However, procedures involving Examining Panels, Hearing Boards, Selection Boards, etc., beyond this established Career Service Board are slow, too far removed from the problem and generally unnecessary and ineffective.

f. What would be your main objections, if any, to greater interchange of employees on a rotation basis between DD/P, DD/I and DD/S?

Ans. Greater interchange would be highly desirable if accomplished on a selective basis. Both the Agency and the personnel involved would benefit. This should be encouraged.

g. Any additional comments pertaining to the Program as a whole?

Ans. (1) The most common complaint about Career Service as it now exists is that it does not provide tangible benefits that do not now accrue to any civil service employee. An objective review of the facts bears out this contention.

(2) Apparently in order to obtain additional tangible benefits legislation would be required. In order to receive favorable legislative consideration, greater selectivity for Career Service status would have to be demonstrated. Congress cannot be asked to grant benefits for our chauffeurs, mechanics, file clerks, messengers, typists, etc. that they do not grant to other Federal employees in the same categories. Some of the criteria that might be used to obtain greater selectivity are:

- (a) limit the total number of careerists;
- (b) limit careerists by age at different levels of responsibility;
- (c) require high standards of performance and examination for selection;
- (d) provide a selection out from career status (not necessarily out of CIA) for those whose limitations have been reached;
- (e) progressively assign careerists to positions of increasing responsibility.

(3) Some of the benefits that might be sought for a Career Service worthy of special consideration might be:

- (a) liberalized retirement benefits, such as voluntary retirement after 20 years at age 50 or over;
- (b) greater job security rights for careerists even though non-veterans;
- (c) different pay scale;
- (d) "hardship post" differentials, over and above cost of living differentials.

(4) I fully realize that a great deal of the above has been said, repeated and studied over and over again. The thought remains, however, that Career Service needs improvement and failure to act may soon see the Program deteriorate completely. It is my strong conviction that a special full-time study should be assigned to the Office of General Counsel as a priority project.



GEORGE G. CAREY
Assistant Director for Operations

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25 FEB 1959

MEMORANDUM FOR: Deputy Director/Intelligence

SUBJECT: ORR Evaluation of the CIA Career Service Program

REFERENCE: Memorandum to Deputy Directors from the IG, subject: "IG Survey of the Office of Personnel," 29 January 1959

1. In response to referenced memorandum and your request to IADs, I am setting forth below the more significant views expressed by members of the ORR Career Service Board during discussion of the questions posed by the IG. In some instances I quote from written responses submitted as a basis for the Career Service Board discussion. We feel that the majority of CIA employees take pride in serving the Agency in attainment of its objectives. We therefore hope that the following evaluation has its constructive aspects. However, it does appear that the Career Service to date has not been a resounding success -- at least for ORR. The objectives are not sufficiently clear and the tangible benefits for the Career Staff are not as easily recognized as the many undisputed intangible benefits.

2. Views on the Merits of a CIA Career Staff. If the Career Staff concept is to be effective, we feel that more attention should be given to the attainment of two prime objectives: (a) identification of those employees who have truly serious intentions with regard to continuing careers within CIA; and (b) promotion of the development of these employees in ways exceeding those normally provided under presently accepted good management practices. With respect to the first stated objective, the present method of selection to the Career Staff is not very discriminating; the application and acceptance of an employee for the Career Staff has become a perfunctory procedure. With respect to the second objective, it is difficult to differentiate

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SUBJECT: ORR Evaluation of the CIA Career Service Program

between most of the aims of the Career Staff, as currently administered, and those of any good personnel management program. One comment on this point was: "Unless there is some compelling desire to separate Agency employees into categories of achievement or utilization, the objectives for a Career Staff must, of necessity, coincide with the objectives of good management for the Agency." At present, membership in the Career Staff is generally viewed as little more than a moral, one-way commitment on the part of the employee. Few tangible benefits are apparent. Many see intangible benefits and believe in them -- benefits such as association with like-motivated people, the sense of belongingness, the sense of mission, and identification with a group similarly dedicated to the high purposes of this Agency. The career opportunities deriving from membership in the Career Staff must become widely recognized outside the Agency if exceptional people are to be attracted to it. Perhaps here a point could be made that has bothered several, namely the desirability of relying upon incentives to obtain maximum performance. I quote: "Many people strongly believe that when people commit themselves to work for an organization, that organization has every right to expect full and complete utilization of the individual's capabilities toward the accomplishment of the organization's objectives . . . We tend to rely too much . . . upon the offering of material benefits to influence personal behavior and pay too little attention to those other forces which motivate personnel to react and perform the way they do."

3. Degree of Restriction on Eligibility for Membership.

Presently, membership in the Career Staff is almost synonymous with employment in the Agency; the incentive is "not to be a non-member." It can be argued that this is good insofar as CIA is widely recognized as an elite service of the Government. Most in ORR are against a highly selective system, but favor somewhat greater selectivity than at present. Those who are more or less sure that they will not pursue a career with the Agency should be permitted to refrain from making application for membership without prejudice to present or future employment. One suggestion was that selection be made by operating officials so that in itself membership would be a goal to work for and a recognition from which the individual derives real satisfaction. Under these circumstances, the odds would be for a predominance in the Career Staff of officers with genuine long-range potential and sincere intent.

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4. Soundness of the Concept of Separate Career Services within CIA. At present, separate Career Services in CIA are looked upon as "career homes," a concept which tends to foster inflexibility in lateral assignment between major components. If the Career Service system cannot provide a broader field for career development than that available to the individual in his own organizational component, then in this respect the system serves no really useful purpose and may even make the optimum use by the Agency of an individual's capabilities more difficult. There tends to be a duality of responsibility at present between the command line and the Career Service line. At present the distinction is fuzzy if it exists at all. Some say the Career Service system should be in fact solely advisory and that command authority over the major actions affecting an individual's career should not be lodged in the system. If not considered advisory, the carrying out of Career Service interests is embarrassingly similar to accepted responsibilities of the command line in personnel management. There is a growing belief that a breakdown of Career Services by professions or experience groupings, independent of command line control and incorporating the advisory function, would be more effective and meaningful.

5. Features that Assist the Office in Exercising Responsibilities for Personnel Administration. Inability to recognize truly helpful features in the program relating to matters of personnel administration may stem from the feeling by the command line in ORR that little has been added of a constructive nature in the procedures for personnel administration introduced as part of the Career Service Program. This thinking may result from the differences in problems in personnel administration within the DD/I components as opposed to those of other major components. The implicit indictment of the chain of command, contained in procedures laid down in the name of the Council, has been unfortunate. However, the Career Service system should have and has directed attention toward better personnel management; even so, many feel that there is room for improvement by broadening the base of discussion prior to finalization of policy and procedure. Another helpful feature inherent in the Career Service Program is the fixing of responsibility on a specific Service for the development and assignment of individuals carrying that Service designation.

SUBJECT: ORR Evaluation of the CIA Career Service Program

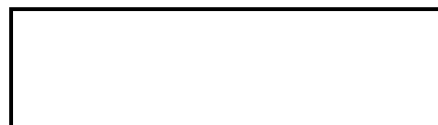
6. Degree of Satisfaction with Present Procedures Governing Processing of Personnel Actions through Career Service and Ways in which Modification Could Better Meet Office Needs. This Office has been largely satisfied with present procedures for processing personnel actions through Career Service Panels and Boards and will continue to feel so as long as flexibility is provided in the interpretation of policy and in the application of such procedures. To date, competitive evaluations of personnel in the general spirit of the competitive promotion policy have yielded satisfactory results in ORR.

7. Objectives, If Any, to Greater Interchange of Employees on Rotation Basis between Major Components. Most senior officers presently encourage interchange of employees between the DD/P, DD/I, and DD/S if undertaken on a selective, case-by-case basis. Greater interchange is certainly desirable and would give the employee better perspective as well as facilitating cooperation among the major components of the Agency. However, there undoubtedly are a great number of instances where career objectives and long-range uses of special competencies will not be enhanced by interchange of employees on a rotational basis. An important aspect of rotation within the Agency is pointed up by the following statement: "Little benefit and much danger are implied in a rotation system which does not clearly and firmly plan and commit the Agency to assigning the employee to a specific, suitable, and desirable position after the tour outside his Career Service has been completed."

8. Additional Comments Pertaining to the Program as a Whole. The difficulty of establishing and executing a sound Career Service Program is recognized. Perhaps one of the most perplexing problems is to identify those distinguishing characteristics of an effective Career Service Program which separate it from a program of good and enlightened management by the line. Certainly, the Career Service should not be considered a substitute for good management. Some reactions arising out of this difficulty are apparent from the following quotes: "It /the Career Service Program/ gave hope of competitive promotions where in fact promotion had always been competitive in those places where there was good management."

SUBJECT: ORR Evaluation of the CIA Career Service Program

"The design of any career service program should be . . . to utilize and to . . . develop the first-line supervisors rather than . . . to relieve them of some of their responsibility or provide them a crutch in terms of personnel administration." "It implied that someone 'up the line' would see to it that something would be done for employees that was not heretofore being done by the normal chain of command."

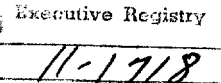


OTTO E. GUTHE
Assistant Director
Research and Reports

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PIC/D-41-59
24 February 1959

MEMORANDUM FOR: Deputy Director (Intelligence)

SUBJECT: Requested Opinion on CIA Career Service Program

REFERENCE: Memorandum to DD/I from IG, dated 29 January 1959,
Subject: IG Survey of the Office of Personnel

1. In answer to the 29 January 1959 memorandum of the Inspector General to the Deputy Director for Intelligence concerning the subject, the following opinions are advanced in the order requested:

a. A CIA Career Staff is considered a desirable structure within the over-all organization of the Agency if it furthers Agency objectives and is well received by and is meaningful to employees. At this time in the short history of CIA's Career Staff, it is doubtful whether employees generally attach much meaning to membership in the "Career Staff" or place any real value on its existence. If such an attitude of relative indifference is a realistic appraisal of what the "Career Staff" means to a substantial portion of CIA's employees, and I believe that it is, then it is improbable that Agency objectives receive much benefit from the Career Staff concept or practice.

The development of a meaningful Career Staff for the Agency is believed desirable, and an intelligent and objective review of our Career Service experience during the past four years should reveal ways and means for its future realization. Such a review might profitably consider the following:

(1) Clarification of Agency objectives underlying the establishment of the Career Staff.

(2) Clarification of the Career Staff per se--is it or should it be, "A group of carefully selected and trained individuals . . . ," as stated in Regulation

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(3) Realistic firsthand consideration of employee interests and how far CIA can go in balancing employee obligations with employee benefits. It is suggested that the critical examination to be given the Career Service Program include the use of a comprehensive questionnaire directed to all employees in order that firsthand information

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SUBJECT: Requested Opinion on CIA Career Service Program

on employee attitudes toward the program may be obtained. Through such a device employees could voice opinions concerning their understanding of Agency objectives of the program, hoped for benefits and realized benefits, administrative shortcomings, etc. For best results such questionnaires should be submitted unsigned.

(4) How can Agency management practically promote a program of this nature?

b. The present Career Staff would appear much more inclusive than the Staff defined in Regulation [] of 6 December 1955. It is assumed that the Career Council condoned this expansion of the original Career Staff concept for good reason. Insofar as the future is concerned, continued inclusiveness or future exclusiveness of the Career Staff should reflect basic policy determinations founded upon detailed study and knowledge of the over-all program to date. This type of information is certainly not presently available to the writer and, accordingly, any views that might be advanced would represent a superficial judgment of little real value.

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c. The separate career service concept as it includes the establishment of office level boards is quite sound to the extent that the office level board has been used as an excellent vehicle for collective senior staff personnel administration. Such boards have been able to variously relate Career Service to the daily administration of personnel, thereby making Career Service an actuality to many employees. The separate service and subordinate boards concept may well be the soundest part of the program to date, and probably represents the best hope for practical program execution in the future.

d. As noted in c., the establishment of office level boards is considered the strongest feature of the program. Numerous personnel regulations receive much more effective application and employees generally are accorded broader and more equitable consideration.

e. Present office level procedures governing personnel actions in relation to Career Service dictates are considered satisfactory within the framework of the current program.

f. The planned interchange of employees among DD/P, DD/I, and DD/S is quite desirable whenever tangible benefits accrue to the individual and the Agency and work schedules are not unduly compromised. Because of basic functional differences among the three major components, personnel exchanges will probably be quite limited.

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SUBJECT: Requested Opinion on CIA Career Service Program

2. The foregoing opinions represent serious and thoughtful efforts to provide constructive answers to rather difficult questions. The questions are difficult because policy as represented in enabling regulations and other issuances in 1955 do not always appear consistent with developments and practices generally in evidence in 1959. Furthermore, to intelligently respond to most of the questions posed requires intimate knowledge of policy determinations and current practices and developments throughout the Agency. Such knowledge is generally not available at the office level.

3. Any assistance which the Photographic Intelligence Center may provide the DD/I and the IG with regard to the forthcoming examination of the Career Service Program will be provided promptly.



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Chairman,
Photographic Intelligence Center
Career Service Board

APPROVED:



Director, Photographic Intelligence
Center

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DDP 4-4303

Executive Registry

11-2/29

9 March 1959

MEMORANDUM FOR: Inspector General

SUBJECT : Inspector General Survey of the Office of Personnel

REFERENCE : Memorandum from the Inspector General, dated
29 January 1959, same subject.

1. I attach papers containing the views of the chiefs of major components of the Clandestine Services on the questions raised in paragraph 2. of the referenced memorandum. The variance in these views turned out to be so wide that I do not think it would be useful for me to attempt to summarize them. Possibly because personnel management is a subject on which everyone is his own authority, the responses of the chiefs of various components were given with alacrity and in several cases seem to me to be quite astute. I have little personal contribution to make on these matters because of the limitations of my own experience in the Agency. Nevertheless, certain preliminary views are set forth in the following paragraphs, some of them in response to your specific questions and others in the nature of comments on the general topic.

2. Question a. What are your views as to the merits of a CIA Career Staff? I have no real doubt but that the concept of a Career Staff is a sound one provided it is properly organized. It seems to me we need a Career Staff (a) as a framework in which to define mutual obligations of staff members of the Agency, (b) as the vehicle for career planning, and (c) as a means of developing and maintaining an esprit de corps. The existence of a Career Staff may also make it easier for us to maintain a set of rules and regulations different from and superior to those of the Civil Service.

3. Question b. Should eligibility for membership be more restricted than at present? I am inclined to agree with the majority opinion that eligibility should be more restricted and in particular that it should be related to a stated willingness to accept overseas assignments and directed assignments to a reasonable degree. On the other hand, if we shrink the Career Staff too much I am inclined to think it would be difficult to maintain the morale and (therefore) the quality of our non-Career Staff employees.

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4. Question c. Is the basic concept of separate Career Services for CIA sound? I regard this as an extremely complex question which could usefully be broken down into several subsidiary questions. The following is the best I can do in a few sentences.

First, I think it is definitely desirable to label each employee in such a way as to identify his field or fields of special competence. I am inclined to think the Military method of so doing is far better than assignment to a Career Service, mainly because the Military method makes it easy to describe an employee as having competence in several different fields.

Second, I recognize that personnel management cannot and should not all be handled at a single central point. Therefore, employees have to be grouped in some manner to permit the decentralization of personnel management. They could be grouped by divisions or offices but it is probably desirable to have larger groupings. Hence the sheer requirements of management dictate the existence of separate Career Services or separate groupings with other names.

Third, I doubt if we should have as many groupings as we do at present. In particular, I question whether we should have separate career fields within the Clandestine Services (with the possible exception of TSS).

Fourth, granted that the organization of employees for personnel management into groups larger in size than individual divisions and offices is probably necessary, the present arrangement whereby the boundaries of those groups diverge widely the boundaries of major components in the Agency has created a serious problem of management. This problem is discussed in paragraphs 8. through 10. below. I will say here only that in my view it is so serious that if it cannot be resolved by changes in present arrangements the whole concept of separate Career Services within the Agency should be abandoned.

5. Question d. In terms of intelligent personnel administration, what features of the CIA Career Service program had been of most assistance to you in exercising your responsibilities? The Career Service program was of no assistance to me and was indeed a major nuisance in the exercise of my

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duties in my previous assignment. I found myself in charge of a component with eventually several hundred Agency employees all of whom were members of Career Services paralleling other separate and non-overlapping components of the Agency. Accordingly, I had absolutely no connection with the career management of the personnel under my control. I frequently found myself in controversy with Career Service Boards but without any representation on them. Moreover, by reason of requirements of security, the Career Service Boards that were responsible for personnel planning could not be informed of the work being performed by individuals whose careers were under review and had no first-hand knowledge of their competence. In the case of several gifted employees the suspicion grew that their Career Service Boards might be prejudiced against them because of their assignment to a component, the independent existence of which was not looked on with favor in all parts of the Agency. It would, I believe, be difficult to design a situation less likely to produce good personnel management.

6. Questions e. I have no basis for offering answers to these questions.

7. Question f. What would be your main objections, if any, to greater interchange of employees on a rotation basis between DD/P, DD/I and DD/S? I have no objections as such but doubt whether greater interchange can be achieved as a matter of generalized personnel policy. More frequent interchange is certainly desirable with respect to certain types of positions and certain components and can be achieved only by policy decisions affecting particular situations.

8. The major personnel problem (referred to in paragraph 4. above) which has been created by the formation of present Career Services is the divorce of responsibility for personnel management from responsibility for executive direction and command in major areas of the Agency. In the prevailing situation it is generally true that the majority of the people working in any one component of the Agency are members of a Career Service whose head is also the senior officer in the line of command in that component (or an individual who works closely with the senior officer). For a large minority, however, this situation does not obtain. The employees who make up this minority look in one direction toward their superiors in the line of command but in a quite different direction toward the superior officer who can control their assignment, promotion and in general their fate as individuals. The officer so situated (e.g. an administrative officer) who battles hard for the component in which he serves may well in so doing offend the particular individuals whose attitudes will determine his career. Large numbers of

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employees are thus encouraged to have divided loyalties. Where compartmentation for security is strictly practiced, the officers responsible for career planning and promotion may be deliberately kept in complete ignorance of what an employee has been doing for several years and thereby rendered incompetent to judge his ability. This duality of the lines of authority through which supervision is exercised, I believe to be altogether contrary to good management.

9. I recognize clearly that one of the deliberate purposes of a Career Staff system is to achieve some separation of personnel management from other management. Such a system properly provides for personnel management by committee and for review at least of controversial decisions by senior officers in order to guard against arbitrariness on the part of supervisors. Even where the chief of a component sits as head of a Career Service, he is supposed and encouraged to bring to these two aspects of his supervisory task somewhat different states of mind. I believe this is a thoroughly laudable purpose and one which can best be served by creation of a Career Service mechanism which is parallel to but not identical with the chain of command to perform personnel planning. On the other hand, the need for disinterested personnel planning and for precautions against arbitrariness does not constitute the slightest justification for a system in which there is parallelism between personnel management and line of control for most employees but divergence for a large minority of them. To the extent to which it is believed that protection for employees against supervisors requires separation between line of command and personnel management, this degree of separation should be provided for all. If no greater degree of separation is believed necessary than now exists for the majority of Agency employees whose career designations are those of the components to which they are assigned, then it cannot be argued that the minority needs a different situation. In short, the argument in favor of some separation of personnel management from other management cannot be used as an argument for the anomalous arrangements now in effect.

10. It should be pointed out that the net effect of the present organization of the Career Services in this Agency is to give the DD/S and his Directors a large degree of control over the careers of many employees in the Clandestine Services. Given the personalities of the individuals who now hold these offices in the support components this circumstance creates relatively little problem. On the other hand, it does not enhance managerial efficiency and given different personalities it could gravely impair the effectiveness of other components. I am aware that to place all of the employees in each of the three major components

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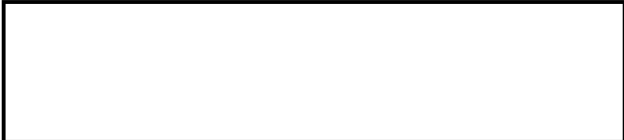
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in a single Career Service might not be a wholly satisfactory solution. Such action would solve the problem outlined above but would create certain new ones. Nevertheless, I would prefer this solution to the present state of affairs. Moreover, I am not convinced that a compromise between the two principles cannot be worked out. Without attempting here to propose a specific solution, I desire simply to emphasize that this is a grave defect of the current system which in my view can be and should be remedied.

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17 Attachments



RICHARD M. BISSELL, JR. |
Deputy Director
(Plans)

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4-4166

18 February 1959

MEMORANDUM FOR: CHIEF OF OPERATIONS, DD/P

SUBJECT: Inspector General Survey of the
CIA Career Service Program

REFERENCE: COP Memorandum of 2 February 1959,
Same Subject

1. General comment: The words "career service" or "career staff" are so lacking in precise content that some sorting out is required to get a frame of reference for comment.

a. The Federal Civil Service is a career service in the sense that (1) people join it through the combination of available position and selection on a competitive merit rather than political basis, and (2) having been hired, they are assured permanence of tenure as long as behavior is respectable and performance is competent. Thus far, the concept has left the matters of mobility and promotion to the individual enterprise of the civil servant himself, or to the particular piece of the Government for which he works. Most of the agencies of the Government have been content just to maintain the framework of organization and positions within which the individual finds, negotiates, and competes his own way. By this approach, these agencies have avoided the very great administrative complications of an effort to guide the individual careers of people more positively. This is one kind of career service. Considering the thousands of specialties required to do the work of the Federal Government and the fact that most of this work can be done by people who stay in one place, it is the most easily administered way of giving occupational permanence to those who do the Government's work.

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b. The alternative approach in establishment of a career service is the professional officer corps, in which membership is acquired by merit selection for entrance into the corps rather than as a by-product of employment in a particular position. Rank and advancement are attached to the individual as a personal status, and do not depend on the kind or level of job he may be performing at the moment. As contrasted with the Civil Service approach, the basic justification for this career corps approach is the need for a relatively homogeneous group of interchangeable people who can be moved from place to place. As a quid pro quo for willingness to be ready to move around and to accept a tighter measure of discipline, they may be rewarded with more attractive salary and fringe benefits and with the recognition of eliteness. This compensatory extra reward system may include a margin which is payment for the risk of a selection-out process which is more flexible than the civil service type of appraisal on the basis of particular job performance. This system is more complex and more expensive to administer than the Civil Service approach.

c. In my opinion, CIA has not wisely or precisely sorted out its reasons or requirements for a career service. To orient this opinion, I should make clear that I think that the Wristonization approach in State -- the total or near-total integration of Departmental and Foreign Service personnel into one so-called career Foreign Service -- was a very great error. CIA should not uncritically follow the same pattern.

d. CIA has approached the subject on the theory that all CIA employment should have distinctions and enhancements which set it apart from the Federal Civil Service. This is the cart before the horse. This may be valid and it may be desirable, but the general distinctiveness is not nearly so priority a need as a solid, disciplined, deployable corps of people to rotate through our overseas jobs. Our first need has been to distinguish these people from the rest of CIA, define the greater disciplinary requirements, and specially reward them accordingly.

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e. It would make no sense at all to staff DD/T's Washington function by rotating the members of a deployable career corps through his jobs. His function is better performed by identifying his job as specialties, filling them with tailored people who stay in their respective jobs and increase their usefulness with time. From all points of view, DD/T's personnel administration is best if from the "civil service" approach, although, of course, still kept out of the formal civil service system.

f. While I agree that many of the DD/S and Clandestine Services headquarters jobs should be filled with people of field experience background, I am certain that there are also many which can be filled adequately by static people who have not necessarily had field experience. To the extent that our rotation and career corps problem can be reduced in size by exclusion of these jobs and these people, we should do so. Our primary problem of overseas staffing is big and complex enough. We should focus directly on it, doing what we have to to solve it, before moving on to wider and more comprehensive career service luxuries.

2. General recommendations: It would not do, of course, just to wash out the career service membership certificates which so many people now have. That would cause too much employee demoralization and confusion. I would let them stand but, in addition, I would proceed thusly:



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b. Establish the fact that career corps membership is immediately worth one grade more than equivalent responsibility in non-career status.

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c. Recognize that the career corps will have three main segments -- professional, administrative and special support, and clerical -- and that the procedures suggested below will apply separately to each.

d. Establish rigorously the selective standards for entrance and all the conditions to be required of members, such as directed assignment, acceptance of risks of a regular selection-out slicing-off of the bottom layer of members.

e. Review for first selection those persons who are now overseas and earliest due to return to headquarters.

f. Earmark, for career corps filling, the number of headquarters positions required to keep the overseas pipeline rotating, and make these at first the particular headquarters positions which most need overseas experience.

g. Give the selected returnees assured priority in headquarters placement, including priority against non-career incumbents of the tagged headquarters jobs.

h. Make the outgoing assignments to overseas positions the procedure for selecting headquarters personnel for the career corps, and send only those who are selected and who accept the conditions.

i. Continue this process until the cycle is a full matching of the number of career selected people required to fill and refill the field positions and the right number of headquarters positions to maintain the circle. This would take about two years.

j. All headquarters positions which are not earmarked for career corps coverage would be administered on the civil service approach until moved to the other side. If done on a gradual basis, the number of headquarters positions in the career corps system can be increased as much as profitable. The flexibility to absorb more people will have to be found by varying the lengths of field or headquarters tours. This kind of enlargement of coverage above the minimum needs of the overseas positions would probably take about two years more.

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k. Qualifications specialties would have to be provided for within the professional, administrative, and clerical sections of the service. The device of selecting from homecoming and outgoing employees would be the simplest device for sorting these specialty requirements.

3. The above effort to visualize this problem as a matter of system covers, at least indirectly, my answers to the specific questions asked by reference. On these questions, keyed to the reference, my direct comments are:

a. Views on merits? CIA first needs an overseas service career corps, in the terms outlined above, as a special group within the total employee body of the Agency. For all the persons and positions in the Agency which do not need the career corps system of administration, the civil service approach is a sufficient, easier, and more economical device of personnel administration. While CIA's personnel administration, including these positions, must be kept separate from the Federal Civil Service, I doubt the necessity for or practicability of special eliteness or inducements for the total body of CIA employees.

b. Restriction of eligibility? Special status and inducements and the career corps system of administration should be reserved to those CIA employees who are specially obligated to do the special things required to keep the overseas job going.

c. Concept of separate career services? It would be feasible, although I do not think necessary, to have a special career status for CIA employees who stay in headquarters, as long as there is a separate system with additional inducements for those engaged in CS overseas affairs.

d. Features of greatest usefulness to me? The competitive panel and board action on promotions.

e. Present procedures? Improvements? As long as people walk the halls on return from overseas, and as long as the career service system itself has to negotiate instead

of direct assignments, the procedures do not meet the problems. The earlier portions of this memorandum are a broad suggestion of how to get a procedure which would meet the primary objectives.

f. DD/P, DD/I, DD/S rotation: The principle of rotation itself should not be an end in itself. Our first purpose is to put into each job a person who is adequately qualified to do it. Our second is to establish an administrative system which can keep our overseas jobs filled with qualified people on a rotation basis. Members of the overseas service career corps should have the option of transfer, with reduction in grade, to other non-corps jobs in CIA as vacancies are available. People in non-corps jobs should be eligible for competitive consideration for membership in the overseas service career corps. If other extraneous factors, such as rotation for rotation's sake into and out of the corps, are allowed to creep into the system, it will greatly increase the difficulties of making it do its major job.

g. Additional comments: Provided in paragraphs 1 and 2 above.

4. All of the above is for the objective of getting our eyes back on the ball of primary need and purpose. If we are so re-oriented, we can take a series of bite-size steps which will carry us directly to a system which will accomplish the primary purpose. When we have done that basic part, then we can add further luxuries if we want to. Our efforts thus far have not carried us very close to adequate results. Furthermore, the past approach offers little promise that it ever will bring adequate results.

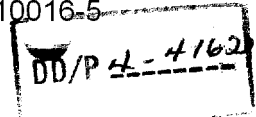


Chief, Planning and Program
Coordination Staff

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19 February 1959

MEMORANDUM FOR: Chief of Operations, DD/P

SUBJECT: 2 February 1959 Request re CIA Career Service Program

Following are views as requested relating to the subject memorandum:

A. A CIA Career Staff, if this means continuation of the present separate Career Service, is essentially a sound idea. The basic program needs improvement in several respects, the most important, perhaps, of which is to have more distinction between those who are in the service and those who are not, without necessarily having to penalize too severely in the DD/P service those useful officers, who, through no fault of their own, are unable to go overseas.

B. Membership should be on a more restrictive basis, although it is realized that it is difficult to arrive at generalized criteria that do not depend too much on subjective interpretation and application. Possibly the extension of the three year qualification period to five years would be a general stiffening that would permit a more careful examination and demonstration of performance and long-range value.

C. The concept of separate career services in the sense of DD/I, DD/S and DD/P is sound.

D. The Career Service program has been of most assistance in offering a more sensible approach to the orderly and fair administration of promotions. The program, at least with respect to the DD/P Career Service Board and its Panels A, B and C, has been of real assistance in resolving many of the problems of personnel assignment.

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E. Procedures governing the processing of personnel actions through the various panels and boards appear satisfactory, although I understand that certain recommendations are under consideration for strengthening the position of the panels and boards in dealing with various types of personnel actions. Until we have had an opportunity to consider these new proposals, I can make no further comment. One clear way for the improvement of these procedures would be to make it mandatory for the panels to receive adequate advance notice of planned personnel actions.

F. There are objections to any increase for the present in the interchange of employees on a rotation basis between the DD/P, DD/I and DD/S, or until there is clear evidence that as many DD/P officers are likely to serve in DD/I and DD/S as is the reverse. At present, there is a greater number of former DD/I officers in DD/P than vice versa. It does not appear this can ever be an equally balanced interchange, although it would seem that there could possibly be greater likelihood of DD/P officers being of a type that might serve the DD/I than vice versa. Certainly many DD/S career people serve in DD/P, but in pursuit of their own careers. There seems little likelihood of very many members of either the DD/P or the DD/S service successfully fulfilling responsibilities in the other.

G. In consideration of the Career Service Program as a whole, it should be held in mind that whatever its faults and the many points at which it might experience improvement, the present DD/P Career Service is certainly a long step forward from the system followed eight to ten years ago. Nothing violent should be done to the program that would in fact disrupt or destroy it. Whatever comes out of the survey in the way of recommendations should go to points of building esprit de corps in the DD/P service through improvements in procedures that demonstrate the benefits of the service to the member officers.



Chief
Foreign Intelligence

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4-4205

14 FEB 1959

MEMORANDUM FOR: Chief of Operations, DD/P

SUBJECT: Inspector General Survey of the CIA
Career Service Program

REFERENCE: DDP/COPS Memorandum to Chiefs of Staffs and
Divisions, dated 2 February 1959, same subject

This memorandum reflects a consolidation of opinion held by senior members of the Psychological and Paramilitary Staff together with my personal views. Comments follow in the order requested.

A. What are your views as to the merits of a CIA Career Staff?

Each individual expressing an opinion felt that a career staff is desirable, however, the basic question in the concept of career service still remains as obscure as it did at the inception of the program--"What are the specific benefits and responsibilities in belonging?"--"What are the real benefits to the Organization and to the employee from the standpoint of career planning?" It is not readily apparent to most people who now belong to the Career Service that their situation and tenure in the Agency is appreciably different, if any different, or from that of non-members. It is recalled that in the past, much consideration was given to the feasibility of grouping employees within the organization; one group to be composed of an "elite corp" able and willing to take assignments anywhere, with due consideration given to personal circumstances. The second group because of certain limitations would or should not be considered as coming within the same criteria. This concept was not adopted. In practice it appears that many persons who have been admitted to career staff membership have little conception or realization of their obligations, are not fully career minded, and in fact, absolutely cannot be utilized at the Agency's discretion.

B. Should eligibility for membership be more restricted than at present?

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There is general agreement that membership in the career staff should be made more restrictive. At present, personnel who have satisfied the prerequisite of at least three years of satisfactory service and who apply for membership are usually admitted regardless of their capabilities for performing in accordance with realistic career service criteria. This is a particularly vital consideration with regard to rotation, assignment to undersirable and hardship posts or even to a lesser extent, changing positions in Headquarters. It is believed, therefore, that steps should be taken to restrict membership and to develop more stringent eligibility and admission requirements, including training, languages when appropriate, specialized experience and performance ratings. At the same time procedures could and should be instituted to review the eligibility of all present members as to continued membership. Of course, it is more apparent that the problem on availability for overseas duty is of more concern to the DD/P than to the DD/I and DD/S elements.

C. Is the basic concept of separate career services for CIA sound?

It is the consensus ~~of opinion~~ that separate career services is a sound concept because of the distinctive and specialized nature of the particular fields encompassed by each service, except in the DD/P. Within the DD/P it is felt there should be a single career service. Also, separate career services are more efficient as a mechanism for administering the Agency personnel program.

D. In terms of intelligent personnel administration, what features of the CIA Career Service Program have been of most assistance to you in exercising your responsibilities?

This question evokes varying comment. From an administrative viewpoint the rules and procedures for handling personnel actions are well defined and officers who deal in these matters on a daily basis have found that their responsibilities have been clarified to some degree regarding channels and procedures. The most prevalent opinion is that the present career service program has not been of much assistance from the standpoint of substantive personnel administration. In fact, the almost unanimous complaint from employees is that the career planning system does not work. Most of the assignments to the field are worked out through personal initiative and by chance, seldom through career planning procedures. The "problem" cases only are referred to the Panels. Personnel assigned to staffs are at a decided disadvantage in acquiring the more attractive overseas positions because such positions are controlled by the

Divisions and, naturally, the Divisions are anxious to take care of their own people and are unwilling to give equal priority to people serving on a staff unless directed to do so from above. For similar reasons it is very difficult to obtain top-notch employees returning from the field for assignment to staff positions. If the career service program was working more effectively this would not be so.

E. Are you satisfied with present procedures governing the processing of personnel actions through the various Career Service Panels and Boards to effect promotions, rotations, and assignments? In what way could these procedures be improved or modified to best meet your particular needs?

There is a general agreement that the present procedures can be improved. The proposed CSN on Personnel Procedures for Grades GS-14 and 15, developed by Panel A and now under consideration in the DD/P, is believed to be an excellent step toward improving the system. It is recommended that these procedures or similar ones be extended to cover employees in other grades and components. There is some thought that the Career Service Panels and Boards might be given the same kind of status and authority as that exercised by the State Department Foreign Service Boards. Under this system decisions for assignment and promotions of personnel would rest with the Boards and be removed entirely from the hands of Divisions and Staffs.

F. What would be your main objections, if any, to greater interchange of employees on a rotation basis between DD/P, DD/I, and DD/S?

There is agreement that there should be interchange between components although it is thought it should be on a case by case basis. It would appear that ceiling limitations have been a bar in some instances to an effective employee interchange program. The new flexible T/O system may offer some practical assistance in this direction. Additionally, necessary training and experience will have to be considered in effecting such interchange.

G. Any additional comments pertaining to the program as a whole.

The development of the present career service system over the past few years, even with its obvious faults, has brought more officials of the Agency in direct contact with career management and personnel problems through attendance and membership on the various panels and in other relative capacities.

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It is apparent that the association has broadened their knowledge and understanding of the problems involved and has generally contributed to improving this vital aspect of Agency operation. It is generally agreed that all concerned must continue to work for improvement in this field.

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Acting Chief
Psychological and Paramilitary Staff

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17 February 1959

MEMORANDUM FOR: CHIEF OF OPERATIONS, DD/P

SUBJECT : Inspector General Survey of the CIA Career Service Program

REFERENCE : Memorandum for Chiefs of DD/P Staffs and Operating Divisions from COPS, DD/P, dated 2 February 1959, subject: same as above

As requested in the reference, listed below are answers to questions on the CIA Career Service Program.

a. What are your views as to the merits of a CIA Career Staff? I think it is desirable to have a Career Staff. I think, however, that it is highly important that those in charge of such an enterprise refrain from overselling the merits of any such system. I believe that this has been done, unintentionally of course. Young people in particular are quite likely to expect much more from any such system than can ever be realized with the result that optimism is replaced by apathy or pessimism, or in some cases a violent criticism of immediate superiors because things have not turned out quite the way the employees expected or at least wished. It should be recognized that any such scheme is merely a framework within which various types of action may occur, but that it can never provide the guarantee that all ambitions will be satisfied. I think, however, it would be safe to assure all the employees of such a Staff that at least they will not be overlooked and that their cases will be periodically considered.

b. Should eligibility for membership be more restricted than at present? I believe the eligibility should be more restricted in the following sense: that in addition to the present requirement of three years' satisfactory service, there should also be a minimum age. There are several

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reasons which argue in favor of this proposal. Among them are family conditions, maturity, etc. Older people would be more inclined to view this service in its true light and not as a panacea. I believe it would be well to have a minimum age higher for women than for men. I think there should also be a maximum age which would be lower for women than for men. These could be applied so there would be no question of discrimination. It would not mean, for example, that a person outside the limits could not be offered a position in the field; but it would mean that there would not be quite as much a presumption that they had an obligation to accept such a position.

c. Is the basic concept of separate career services for CIA sound? I believe it is necessary from the standpoint of successful operations. While the rules and conditions should be uniform for the entire Agency, it is desirable that their application be entrusted to people familiar with the requirements of the work.

As an observation, however, the present career service control of Support personnel assigned to an organization such as this (six in all) leads to a rather awkward command situation. We assign duties to these individuals. Many of these duties and responsibilities are peculiar to this Staff, such as in our logistics responsibility for the [] program. Yet, while the grades of the Support positions are a reflection of the duties and responsibilities assigned, we do not have the authority to promote the individuals concerned but must rely upon the respective career service who are not cognizant of the level of responsibility being performed. In essence, under the present system the command decision to promote is removed from the command structure. ✓

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d. In terms of intelligent personnel administration, what features of the CIA Career Service Program have been of most assistance to you in exercising your responsibilities? While the final responsibility is still in the chain of command, the Panel serves as an extremely useful forum for securing additional and

frequently valuable information about individuals whose appointments and promotions are under consideration.

e. Are you satisfied with present procedures governing the processing of personnel actions through the various Career Service Panels and Boards to effect promotions, rotations and assignments? In what way could these procedures be improved or modified to best meet your particular needs? These procedures should be modified to reduce the difficulties mentioned under question c.

f. What would be your main objections, if any, to greater interchange of employees on a rotation basis between DD/P, DD/I and DD/S? I have no objection to the above proposal. I think it is a matter on which it is difficult, and possibly profitless, to generalize. There are some men who would be greatly benefited and who would greatly benefit the three main divisions of the Agency by rotation whereas others would be most useful without rotation.

g. Any additional comments pertaining to the program as a whole. I would like to repeat and re-emphasize the point made in answer to question a., namely, don't let us expect too much from any such system and above all, let us not oversell it.

It seems to me that an obvious comment to make at this time is that the whole set-up is somewhat vague. The Agency is not able to guarantee much to an employee because he belongs to the Career Service, and the additional obligations of an employee who joins the Career Staff are perhaps on this account necessarily vague. Appropriate legislation no doubt will improve this situation, thereby giving more reality to the Career Service Program. At the present time it seems to me that the Program is somewhat lacking in reality.

[Redacted Signature Box]

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Chief, DD/P/TSS

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5 FEB 1959

MEMORANDUM FOR: Chief of Operations, DD/P

SUBJECT: Inspector General Survey of the CIA
Career Service Program

REFERENCE: Memorandum for Chiefs of DD/P
Staffs and Operating Divisions,
2 February 1959

Although the answers given below may appear overcritical of the Career Service Program as it now exists, I believe that they represent not only my own considered judgment of the Program but also the general consensus of the opinion of my Division Staff. Answers below are keyed to the lettering of the referenced memorandum.

a. I believe that there is merit in the concept of a meaningful Career Staff. I do not believe that the present Career Staff serves a useful purpose as a morale booster or anything else. When the amount of time spent by senior officers of the Agency on Career Service Staff matters is taken into consideration, it may well be a net liability.

b. Yes, I believe that a meaningful Career Service should comprise those elements of DDP, DDI and DDS whose occupations, skills and capabilities make them eligible for overseas service. Once an individual has joined such a Career Service his advancement should in some measure depend upon his serving overseas. Membership in such a Career Service should carry with it appropriate rewards both in tangible and psychological terms.

c. To some extent but modified from the present arrangement I would suggest a method somewhat similar

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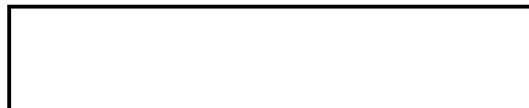
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to the military M. O. S. system under which an individual carries a principal occupational designation supplemented by symbols of additional skill categories as they are acquired. The principal occupational designation should be periodically reviewed.

d. In theory some additional leverage may accrue to a supervisor in dealing with an unsatisfactory employee who has been refused membership in the Career Service. In practice I have noted that those who are refused Career Service membership for cause are appropriate candidates for dismissal or selection out.

e. I believe that the proposed CSI now being prepared by Panel A represents a distinct improvement in the machinery for handling rotations and assignments. Promotions will always constitute a difficult problem but I believe that Panel methods for handling them are being steadily improved. Paperwork reflecting personnel actions of all sorts is lagging and cumbersome.

f. None, particularly within the framework of b and c above.



Desmond Fitzgerald
Chief, Far East Division

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DD/P 4-4058

11 February 1959

MEMORANDUM FOR: Chief of Operations, DD/P

SUBJECT : Comments on the CIA Career Service Program

REFERENCE : C/OPS Memo to Chiefs of DD/P Staffs and Operating Divisions, subject, IG Survey of the CIA Career Service Program, dated 2 Feb 59

1. The following comments are keyed to the sub-paragraphs of the referenced memorandum.

a. The basic idea of a CIA Career Staff is sound. One more effective than the present one is needed, particularly within DD/P where the job requirements are exacting and basically different from the routine Civil Service job.

b. Membership in the career service should be more restricted than at present. It must be somewhat exclusive in the sense that it does not include all of the thousands of employees whose jobs and careers do not substantially differ from those of employees in other government agencies. The DD/P needs a corps of employees who are prepared to go any place at any time and are capable of above-average job performance. In return the employees should have recognition both in terms of belonging to a select group and in terms of tangible financial benefits. Not all DD/P employees would of necessity have to be members of the "Career Staff."

c. Yes. The professional talents and job requirements are so different that the interests of efficiency require specialization (See comment "f" for further applicable comments.)

d. Competitive promotion has assisted in establishing relatively uniform standards within DD/P. The placement aspects of the program have been of assistance to the division; however, it is felt that much more should be done along these lines.

e. There are two major problems aside from the usual ones encountered whenever any intermediate staff is inserted in a processing procedure:

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(1) The continuous discussion with Panels relative to the talents and demonstrated abilities of secretaries and clericals moving into junior grade Reports Officers and Intel Assistants.

(2) Placement of returnees by the Panels. For those personnel that we cannot or do not want to place in the Division, the next job is located by the Division. Returning employees report that they receive little sympathy or assistance from the Panels.

f. I believe there should be a greater interchange of employees on a rotation basis between DD/P, DD/I and DD/S; however, I believe it will always be relatively limited in number and scope. The utilization of the individual's specialty plus the competition for promotion between those individuals with the same specialty appear to be the limiting factors.

g. In order to utilize individual talents and to establish a method by which a relatively impersonal selection for assignments and promotions could be accomplished, the following suggestion is offered:

Regardless of whether there be one career service or the present three, analyze each individual's talents and experience and assign to them appropriate "occupational specialty numbers" (similar to the MOS numbers). An individual could have several "OSNs" such as area specialist (specific country), specific language, CP specialists, parachutist, agent handler, etc. Through designations of an "OSN" or a series of "OSNs" for a position, it would be possible to better fit an individual to a particular job without regard to the component or career service to which he belonged. In addition, as an individual gains in experience and knowledge, he would be given additional OSNs without the necessity of changing career designation. It would appear that a system of this type would be of considerable assistance to the panels when they undertake a more active role in the assignment of personnel.

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Acting Chief
Western Europe Division

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5 February 1959

MEMORANDUM FOR: Chief of Operations, DD/P

SUBJECT : CIA Career Service Program

Here are my answers to the questions you asked in your memorandum of 2 February.

a. The concept of a CIA Career Staff has merit, but at present its membership is so all-inclusive, its responsibilities and benefits so nebulous, that its existence has so far made no practical difference to our conduct of business. Whether it will make any in the future depends upon enactment of a legislative program which increases the incentive of the individual to develop his abilities and strengthens the Agency's control over personnel in such matters as directed assignments. In our view the legislative program, at least for those who are liable to serve overseas, should be modeled closely upon that of the Foreign Service.

b. Eligibility for membership should be considerably more restricted than at present, as to length of service, personal qualifications, intention of making CIA a career, and possibly as to type of job.

c. The basic concept of separate career services is sound, but we probably have too many. All professional personnel of the Clandestine Services could well come under the jurisdiction of a single career service, and the number of services could be reduced elsewhere in the outfit, for example by merging those of several elements of DDI whose personnel requirements are basically similar.

d. The big improvement in personnel administration which the Career Service Program has helped bring about is the steadily growing uniformity of personnel practices. It has identified and helped correct

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disparities. In the past a given set of qualifications--age, a graduate degree, previous experience, knowledge of a foreign language--would qualify a man for recruitment by one part of the Agency as a GS-9, by another as a GS-13, and there were similar wide disparities with respect to time in grade for promotion, availability for reassignment, etc. Not only are our policies more uniform, but the fact that most senior supervisors have exchanged ideas and experiences as members of Career Service Panels has taught us all a good deal about personnel management.

e. We have made great progress in eliminating disparities with respect to promotions inside the Clandestine Services, but those between the Clandestine Services and other components still need attention. It is my impression that members of DDS services detailed to the DDP have less chance of promotion in many cases than their colleagues who serve in their own home offices or than other colleagues who belong to DDP services. This is not because of any prejudice, but because (1) we in DDP do not know enough about the standards and practices of other components, and (2) we have no such contact with their Career Service Panels as the valuable one we have with our own. Perhaps a greater exchange of members on the various panels would help.

As for rotations and assignments, processing papers through the panels is in almost all cases a meaningless exercise. Panel members regularly receive long lists of proposed assignments for their concurrence; they must concur as a matter of course because the only cases they know well enough to have any useful judgment on are those of their own unit in which they have already concurred. There have been only two or three cases in the past several years where Panel B was given a conflict to resolve between two or more possible assignments for one person. The discussion among chiefs of DDP components as to senior vacancies and availabilities has been useful, though I would like to see it concentrate more upon filling key vacancies than upon the placement of problem personnel.

f. I would like to see more interchange of employees among the major components, but I would avoid rigid restrictions as to length of

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detail, regularity of rotation, and quotas. The criterion should be common sense only, applied to the qualifications of a given individual to fill a given job. There should be maximum interchange between DDP and OTR, and considerably more than we have had in the past between DDI and some elements of DDP, especially RQM and reports officers.



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Acting Chief, SE

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EE

16 February 1959

MEMORANDUM FOR: Chief of Operations, DD/P

SUBJECT: Inspector General Survey of the CIA Career Service Program.

REFERENCE: Memo, subject as above, from COPS/DDP dtd 2 Feb 1959.

1. To the average CIA staff member, and I specifically have the average EE Division officer in mind, the terms "Career Service," "Career Service Program," and "Career Service Boards and Panels" have little significance. Every employee has become aware in the past few years that the "Panel" is the body which ultimately decides promotions --- and on an increasingly competitive basis in the high grades. Beyond that, membership in the "Career Service," he believes, will one day probably give him a preferred position and some actual benefits as the result of legislative programs that are today still on the drafting board within CIA.

2. Commenting specifically on the questions asked in reference:

a. My views on the "merits of a CIA Career Staff" are, I must admit, extremely nebulous. I am sure that we have a need for some organizational arrangement around which a tradition of service in the intelligence field as well as concrete advantages based on legislation can be developed; perhaps the "Career Staff" is a solution. The tangible impact thus far has been so negligible that I as a Division Chief do not have a clear understanding of the influence of this concept on our day to day affairs.

b. I have the impression that almost anyone who is not a logical candidate for elimination, in one way or another, from the service normally qualifies for and is admitted to the "Career Service". I have assumed that this has, in fact, been the intent of the program - the development of a more limited or "elite group" being generally considered as undesirable.

c. I do think the basic concept of separate career services for CIA is sound.

d. The role of the panels in developing criteria for promotions, and in obtaining the acceptance of these criteria throughout the CS, has been the most significant improvement in personnel management

SUBJ: Inspector General Survey of the CIA Career Service Program.

in CIA in recent years.

e. Although still far from perfect, the procedures that have been developed in all the panels of the CS are satisfactory and being improved all the time. I do not believe that the panels are the appropriate element to handle rotations and reassignments. Detailed comments and recommendations on this subject are being submitted to DDP/COPS in response to a request for comment on the draft of a new CSN proposing an expansion of the functions of the A Panel of the CS.

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[REDACTED]

g. The problems that are related to the assignment and rotation of DD/P officers should, I believe, be brought organizationally closer to the line of command in the DD/P. The establishment of a senior staff officer on the DD/P senior staff would accomplish this. The panels, which appear to be part of the "career service" structure, should be limited to review and advisory functions and not be authorized or required to exercise staff functions carried out in the name of the DD/P. Also, it would appear advisable that the role of the Director of Personnel of CIA, who is responsible to the DD/S, be re-examined in the same context. The personnel officers assigned to administrate personnel actions within the DD/P should continue to belong to a trained group of DD/S specialists assigned to the DD/P for this purpose. The DD/P "G-1" or senior personnel officer who will act using the authority resting with the DD/P himself should, however, be an experienced and very senior DD/P career officer.

[REDACTED]
JAMES H. CRITCHFIELD
Chief, Eastern European Division

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SR

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24 February 1959

MEMORANDUM FOR: Chief of Operations, DD/P

SUBJECT : Inspector General Survey of the CIA Career Service Program

1. In reply to the referenced memorandum the following are my views on the CIA Career Service Program:

a. The Career Staff as presently constituted is too broad, and therefore meaningless. Although a career service is to be highly desired, the present one falls far short of the needs.

b. Emphatically yes. Apparently eligibility for membership has sometimes been contingent mainly on length of service, without enough weight given to performance factors, character traits, or medical (including psychiatric) records. It might also be asked whether everybody in CIA properly ought to be a careerist. For example, we suggest that file clerks, messengers, and similar categories do not need to belong to the career staff as do operational personnel.

c. Separate career services are necessary to differentiate between CS careerists, whose concern is predominantly with overseas operations, research type careerists whose entire professional lifework conceivably would be in headquarters (DD/I) activity, and administrative-management support careerists. Within the CS career service, however, the distinctions between functional specialties (FI, PP, etc.) no longer have any meaning and should be dropped.

d. Sound application of competitive promotion criteria by panels and boards has afforded assistance in achieving equitable advancement of deserving personnel. Good career planning and timely assignments of qualified employees to appropriate positions in the support categories has been

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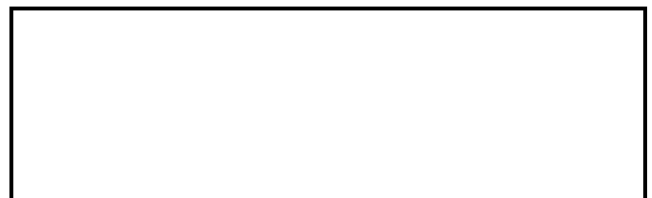
particularly good. It is hoped that the same assistance ultimately may be accorded operational positions.

e. As indicated under sub para d., above, the promotion system is considered to be satisfactory. With reference to the role played by the panels and boards in rotations and assignments it is suggested that there is room for improvement. More specifically, it is recommended that, while the Operating Divisions inevitably must have a major share of responsibility for assignments to and rotations between headquarters and the field (as well as within the Clandestine Services in headquarters) the panels and boards should play a more prominent role with respect to assignment actions taken within the framework of individual CS components. In so doing, the panels and boards would be in a position to insure that better balances would be maintained which would avoid having the assignment system entirely managed in separate divisions at the cost of needed cross-fertilization and sound career management offering a variety of experiences to career officers.

f. If done on a highly selective basis, SR would welcome greater interchange. If done arbitrarily or to solve administrative problems, we would strongly oppose any interchange. A system of assessing and testing employees prior to rotation is suggested.

g. I should like to see more uniformity between the procedures of the several career services. In particular I feel there should be a more aggressive approach by the CS Career Service with respect to directed assignments and releases of career personnel. Realistic individual career plans need to be evolved, taking into account the practical aspects of area Division needs rather than the needs of the individual officer solely. Finally, I believe careerists themselves and supervisors at all levels are ill-informed and confused in their understanding of the career service program, and I believe an educational campaign is badly needed to sell the program to the persons concerned.

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Chief, SR Division

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17 FEB 1959

4-4138

MEMORANDUM FOR: Chief of Operations, DD/P

REFERENCE : Memorandum from Chief of Operations,
dated 2 February 1959

SUBJECT : Comments on CIA Career Service
Program

With respect to the specific questions outlined in the reference my views are as follows:

a. What are your views as to the merits of a CIA Career Staff?

The CIA Career Staff as now constituted has been diluted to a point where its merit is questionable. I believe, however, that a Career Corps within the Clandestine Services would have great merit if it were made up of selected officers and employees who were willing to accept directed assignments overseas.

b. Should eligibility for membership be more restricted than at present?

If we are to have specialized Career Services, the selection process should be far more restricted than at present.

c. Is the basic concept of separate Career Services for CIA sound?

A Career Service for an overseas organization cannot expect to become eligible for special pay and retirement rights, similar to those applicable to the Foreign Service Officer Corps, unless it is distinguished from an Agency-wide CIA Career Service.

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Within the Clandestine Services, however, it is not sound to have separate Career Services for PP, FI, etc.. This is especially true in the NEA area where we have many small field installations, which cannot be staffed with separate specialists for PM, intelligence, or political action functions.

d. In terms of intelligent personnel administration, what features of the CIA Career Service Program have been of most assistance to you in exercising your responsibilities?

Through the Career Service Panels and Boards NEA Division has from time to time been able to find acceptable candidates from other units to assign to hard-to-fill vacancies.

e. Are you satisfied with present procedures governing the processing of personnel actions through the various Career Service Panels and Boards to effect promotions, rotations and assignments? In what way could these procedures be improved or modified to best meet your particular needs?

As to promotions, I am fully satisfied. As to rotation and assignment, the system does not function effectively in the majority of cases.

f. What would be your main objections, if any, to greater interchange of employees on a rotation basis between DD/P, DD/I or DD/S?

Rotation of employees between DD/P, DD/I and DD/S is desirable provided that the officers would return to their parent components on completion of their tours of rotation, unless it clearly appears that they are better qualified in the other component.

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g. Any additional comments pertaining to the program as a whole.

The establishment of a Career Service Corps made up of selected officers and employees who are qualified for and available for overseas duty is essential if we are to man our Stations and Bases effectively. Membership in the Corps should not be easy to attain. Pay and retirement rights should be comparable to those which apply to the Foreign Service of the Department of State. In return for those benefits members of the Corps should accept directed assignments so long as they choose to remain in the Corps.



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Chief
Division of Near East
and Africa

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12 February 1959

MEMORANDUM FOR: Chief of Operations, DD/P

SUBJECT : Inspector General Survey of the CIA Career Service Program

The following is this division's opinion of the points outlined in your memorandum of 2 February 1959 concerning subject matter.

a. There is a definite need for a Career Program within CIA in order to establish sound personnel management practices which contribute to the general welfare of agency employees.

b. Eligibility for membership should be restricted to personnel who have proven by their performance and attitude toward their work that they are worthy of membership. In order to bring this about people who are not willing to serve overseas, for purely personal reasons over which they have control, should not be given career status. This would not necessarily exclude married women or people who for valid reasons cannot leave the continental limits.

c. It is believed that the basic concept of separate career services for CIA is sound as in order to meet agency objectives the Clandestine Services must employ persons who can work efficiently under peculiar and, at times, difficult circumstances. This puts the Clandestine Services in a category separate and apart from the other services. Undoubtedly each of the other services has its peculiar needs which would justify its specialized career service.


d. In terms of intelligent personnel administration the CIA Career Service Program has been of no particular assistance to the Division in exercising its responsibilities.

e. The present procedures of governing personnel actions through the various Career Service panels and boards to affect promotions and rotations are satisfactory. Individual

career programs should be adjustable to operational requirements. Career panels should be authorized to make directed assignments.

f. My main objections to the rotation of employees between DD/P, DD/I, and DD/S are that if a person has been found to be highly qualified for a position in one of these services, he should not be transferred to another for the pure sake of rotation or for the reason of making him a more balanced employee. For example, a person who has been in either DD/S or DD/I for a relatively long time, is now in senior grade and of an age where it is difficult to make a change, and has never in any way actively participated in covert collection of information or PP operations but is doing a splendid job where he is now, should not--unless it is a unique case--be given a field assignment in the DD/P.

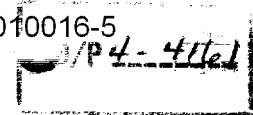
g. It is suggested that employees not be appointed to the Career Service merely on the recommendation of his or her supervisor and that before appointment in the Career Service an employee appear before the Career Staff for screening.


C. KING
Chief, WH Division

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MEMORANDUM FOR: Chief of Operations, DD/P

SUBJECT: Inspector General Survey of the
CIA Career Service Program

REFERENCE: COP Memorandum dated 2 February
1959 to Chiefs of DD/P Staffs and
Operating Divisions, Same Subject

The following are CI Staff comments on the above-mentioned subject:

1. a. A CIA Career Staff has many merits; however, before it will mean much to the employees, they will have to see some realistic benefits as a result of their Career Staff membership. One of these benefits is, of course, an adequate retirement system which equals that of FBI, Secret Service, many other law enforcement departments of the Government, and the Department of State from the Foreign Service standpoint.

1. b. I feel that any preferential benefits to CIA employees must either be based on hazardous duty, overseas duty, or the duplicity of everyday living imposed as a result of security considerations growing out of connection with clandestine activity. I therefore feel that membership should be restricted to those individuals who have engaged in such activities or who are subject to such activities.

1. c. Yes, for the reasons pointed out in b, above.


1. d. Competitive promotions.

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1. e. Directed assignments to accomplish a better rotation of personnel into and out of Staffs and Divisions.

1. f. It is too much of a one-way street. Few DD/P employees are accepted by DD/I and DD/S, and even less of the more capable employees desire such assignments. DD/I and DD/S work, for the most part, does not qualify an individual for operational work in the Clandestine Services. I recognize that there are and will be exceptions to this position.


James Angleton
Chief, Counter Intelligence Staff

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DD/P 4-4580

17 February 1959

MEMORANDUM FOR: Chief of Operations, DD/P

SUBJECT : CIA Career Service Program

REFERENCE : COP Memo of 2 February 1959 on Subject

1. Seriatim response is made to the questions proposed in para. 1 of reference:

a. CIA needs an orderly, well understood set of "ground rules" providing for status and career development of its personnel. The extensive Civil Service laws, rules and procedures are not well adapted to CIA. It is important, for reasons of morale and long range personnel planning, that the ground rules of employment be fully understood, accepted by all concerned and applied carefully in personnel administration.

b. Membership should be more restrictive, at least in the CS Career Service -- see c. below.

(1) The "obligations" accepted by the individuals concerned have not been enforced and requirements for career status have been so "watered down" as to be almost meaningless. Personnel have been accepted in a career service who, intentionally or otherwise, have avoided any of the strain or hardships that distinguish the CS Career Service from employment in other government agencies. This same group, however, expects to and does reap special benefits deriving from their inclusion in the Career Service. This group is relatively small but it sours the whole concept. The great majority of our people are both willing and anxious to do what is expected of them, but it has not yet been made clear that they are expected to put the needs of the Service ahead of personnel preferences and desires. So long as the difficulties and hardships are equally divided and rewarded, few people will object to bearing their share. The problem is aggravated by the group that successfully rides "piggy back" seeking only the rewards and avoiding the less agreeable aspects of service.

(2) There are certain positions in the CS at headquarters where the requirement of "fungibility" and willingness to accept overseas assignments does not apply necessarily. These positions and the personnel therein can and should be identified and segregated from the bulk of CS personnel to whom the more rigid requirements of the CS Career Service must apply. Personnel not

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included in the hard core of the CS Career Service should enjoy the same rights and status of other CIA personnel not subject to foreign service if they are otherwise qualified.

c. Yes. The separate career services are so dissimilar that identical ground rules are inapplicable and would result in undeserved rewards in some cases and inability to award appropriate incentives in other cases. The types of obligations applicable to the hard core of CS careerists and their heavy responsibilities (overseas) for ferreting out the inner secrets of foreign groups and governments and/or for action programs to influence foreign peoples and governments are not the same as the support obligations of the DDS and the intelligence processing responsibilities of the DDI. The different types of obligations and responsibilities assumed should be distinguished in the kind of career status awarded.

(1) Given the scope and world-wide range of the CS mission, it would be inappropriate, in my opinion, for the DDP to undertake such responsibilities without a solid well-organized career service that insures:

(a) A corps of highly-trained, dedicated personnel.

(b) Acceptance, as a condition of employment, of the obligation to put the needs of the service ahead of personal preferences.

(2) The nature of the CS mission is such that quality of personnel, their availability in place and complete dedication to duty are major factors determining success or failure. Quality and motivation are applicable equally to other CIA careerists but the requirement to accept assignment on a world-wide basis responsive to the needs of the service is characteristics of CS careerists.

d. The small size of the CDC Staff makes this question inapplicable.

e. Not completely satisfied. The panels are too often in the position of "rubber stamping" assignments that have developed on the basis of personal acquaintances and "shopping". There are two areas that urgently need attention, viz: The group of CS careerists (mainly on the Staffs) at headquarters who have no field operational experience; those who have the aptitude to learn fast should have the chance, the others should not be retained in the CS Career Service. The second area of attention is the group of field returnees who still have difficulty in finding assignments at headquarters. The publication of the proposed CS Notice prepared by Panel A governing grades GS-14 and GS-15 would improve present procedures.

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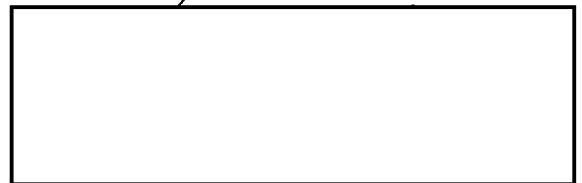
f. The imbalance (excess of transfers to DDP from DDI) should be corrected before further exchange is encouraged. Also the rotation of the DDI or DDS careerists should not be limited to the most desirable overseas posts. There are, however, definite advantages to rotation between the DDI and DDP. There is small merit in rotation between DDP and DDS, except OTR. In the latter case (OTR) the maximum rotation is essential. Rotation provides a means by which the problem of area knowledge for the DDI could be alleviated and, in some cases, a CS careerist would attain a better understanding of the over-all intelligence problem. Selection of personnel for rotation should be objective, based initially on a machine run of coded qualifications, rather than on personal acquaintances.

2. Following are additional comments responsive to para. 1. g.:

a. The CS is in the paradoxical position of having a surplus of personnel with limited special qualifications and at the same time often being shorthanded in performance of some of its essential tasks. This is recognized in para. 5 of DDP memorandum of 2 February concerning "Increased Efficiency". One possible answer is to put more pressure behind the out-placement and selection out machinery on the grounds that the individuals do not meet the special requirements of CIA. The personnel so selected must have fair consideration, of course, but when justified by the facts, a certain amount of ruthlessness is required which should tend to improve the morale and effectiveness of those who remain. Aggressive selection out action in a few cases would make it much easier to secure resignations from other cases where "the place is needed more than the presence".

b. You indicated some months back that the Mansfield Bill had a better chance during this session of Congress, and I fully agree. This is a supplementary reason why we should start now to shake down and eliminate any surplus personnel. To have action forced by any outside group is always more painful and characterized by the meat axe approach rather than the scalpel. Aggressive follow-up on the DDP Memorandum of 2 February on "Increased Efficiency" can result in real benefit to the CS.

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RID

DD/P 7-4581

RID-59/53
18 February 1959

MEMORANDUM FOR: Chief of Operations, DD/P

VIA : Chief, Operational Services

SUBJECT : CIA Career Service Program

Reference : Memorandum of COPS/DD/P, dated 2 February 1959, Subject: Inspector General Survey of the CIA Career Service Program.

1. In response to your request for an expression of opinion on the CIA Career Service Program, each Branch and Staff Chief in the Records Integration Division was asked for his comments. It developed that their opinions were, in general, consistent with my own. Accordingly, the statements given below are a consensus of the views of the senior officials in this Division on the Career Service Program. The comments are keyed to the paragraphs in your memorandum.

a. The concept of a Career Staff is sound and is highly desirable. If properly administered and enforced it should be successful.

b. Eligibility for membership in the DD/P career staff should require five (5) years of continuous service in the Agency at a completely satisfactory level rather than marginal service. Another requirement for membership should be the completion of a successful overseas tour. An exception to the latter requirement could be given only if the best interests of the Agency are or had been served.

c. The basic concept of separate career services is sound.

d. The CIA Career Service Program has been of tremendous assistance to the Records Integration Division in having the various career panels funnel qualified employees to us. Their review of an individual's qualifications, of

his availability and other factors has relieved the Division of the burden of screening hundreds of employees. They are constantly on the lookout for the various types of employees that we need.

e. The present procedures governing the processing of personnel actions are generally satisfactory. The recent authority given to the Chairmen of the Career Service Panels to make directed assignments should make the system more satisfactory. Although it is recognized that certain delays result from processing personnel actions through the panels, it is highly desirable to have central points of control in order to achieve some uniformity in the standards used for promotions, rotations, etc.

f. The interchange of employees on a rotation basis among DD/P, DD/I and DD/S is sound. A greater interchange in grades through GS-12 should be encouraged but an interchange at higher grades should generally be for the purpose of familiarization rather than for a change of careers.

g. (1) A career system is highly desirable and should be available to all employees based on their motivation and fitness for the work. It should provide career benefits considerably above those available to non-Career Service members. It should be tough to get in and easy to get out.

(2) Every possible effort should be made to decide upon an individual's assignment before he arrives in Headquarters after an overseas tour of duty. This one factor seems to cause more dissatisfaction about the Career Program than anything else. It is recognized that it is quite difficult, because of all the elements involved, but it should be possible for greater progress to be made in avoiding the necessity of returnees "walking the halls".

[Redacted Signature]

Chief, RID

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17 February 1959

MEMORANDUM FOR: Chief of Operations, DD/P

SUBJECT: Inspector General Survey of the CIA
Career Service Program

1. The CIA career staff concept has made considerable progress in the last few years. The career staff is necessary for CIA and particularly for the CS service. To adequately staff our activities, particularly overseas, we must develop a group of people who are willing to serve in various areas and under varying conditions. Individuals will more likely be willing to serve in less desirable assignments when they realize they are part of a career service that follows their career with interest to see that consideration is given to their desires and also the Agency needs in assignments. They will accept various assignments when they realize the career service is following their career in attempting to give them varied experience to enable them to advance and to assume more responsible positions.

2. Since the Agency can never truly have a rotational system (such as the Foreign Service), it is felt that to have a more restricted membership would be unwise. The needs of the Agency in given areas vary considerably from time to time, cover considerations must be taken into account, as well as many other factors. If the membership is restricted, the Agency could fall short in meeting its needs at critical times.

3. The basic concept of separate career services is sound, since the needs of the different services vary so much. For example, the DDI has a completely different problem than the DDP. The DDI personnel as a rule do not have to take cover into consideration, their positions are normally more static than those in the DDP. By having the separate career services personnel are judged against individuals doing the same type of work and activities.

4. The present procedures have had a weakness that should be corrected by the proposed notice which will provide for a review by the panels of all personnel yearly in grades 14 and 15. It is recommended this be extended to all grades in the Clandestine Services as soon as possible.

5. Certain positions within the DDP could be filled by personnel from DDI and DDS on a rotational basis. The biggest objection to large scale rotation would be in the cover field, but many positions could be utilized where cover would not be a factor.



Chief, Central Cover Division

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10 FEB 1959

MEMORANDUM FOR: Chief of Operations, DD/P

SUBJECT: Inspector General Survey of the CIA Career Service Program

REFERENCE: Memorandum from COPS/DD/P to Chiefs of DD/P Staffs and
Operating Divisions, subject as above, dated 2 February 1959

1. Referenced memorandum requested that I review certain aspects of the CIA Career Service Program as a part of a survey of the Office of Personnel being conducted by the Inspector General. I have obtained reactions to the questions posed from my Branch Chiefs and others in IO Division who could be expected to have some knowledge and opinions on the subject. The disparity in their opinions and attitudes was somewhat more than I expected and, I believe, would be of some value to the Inspector General if for no other reason than to indicate that there is a great deal of dissatisfaction with the program as it now stands, but considerable variance on what should be done about it. I am enclosing, therefore, as attachments to this memorandum resumes and excerpts of the responses to each of the questions.

2. In response to the specific points outlined in your memorandum, I have attempted to present below a resume of my own opinion plus others in the Division:

a. What are your views as to the merits of a CIA Career Staff?

I consider a Career Staff concept as fundamental to the type of long range personnel program the Agency requires in order to assure the best possible personnel, utilization, and results. Although in practice the current criteria for Career Staff status seems to rest largely on three year employment rather than other more important professional considerations, the Career Staff establishes the concept of a career group which meets some Agency standard of eligibility, accepts certain obligations, and merits reciprocal benefits. In the final analysis, over and above any technical or professional criteria, the unique and difficult obligations imposed on most Agency employees by the very nature of the Agency's activities make the existence of a Career Staff essential in some form.

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2.

b. Should eligibility for membership be more restricted than at present?

Eligibility for membership should be more restricted than at present if for no other reason than to facilitate the process of separation of marginal personnel and bringing in able new talent for trial. A reevaluation of eligibility requirements would seem essential now to determine if, in the light of Agency experience with the program, present standards and their application really meet the objectives of the Agency's career program. It is recognized that discriminating treatment of a select group can create serious problems; however, I think we could take into account such factors as greater attrition in clerical and housekeeping personnel in setting our standards, willingness to accept directed assignment as an obligation, and so on.

c. Is the basic concept of separate Career Services for CIA sound?

The basic concept of separate Career Services for DD/P, DD/I, and DD/S is sound because it recognizes the distinction in types of personnel required, conditions of utilization, and many other facets which are important to establishing a meaningful Career Service criteria and policies. An overall Agency Career Service with a single designation would result, I feel, in the creation of another label with little practical significance. Notwithstanding the foregoing, the DD/I and DD/P have a common need for certain personnel in specialized fields such as economists, scientists, and reports writers which might be identified and considered in a special type of career category for assignment in either the DD/I or DD/P areas as the need arose.

Within the DD/P, I would favor a single career service for FI, CI, or PP. This does not overlook the need for some specialization, but rather recognizes the fact that in many situations both in the field and at Headquarters, the distinction is artificial insofar as responsibilities and assignments are concerned. It would promote the team concept and facilitate the use of all DD/P personnel where and in the capacity required.

d. In terms of intelligent personnel administration, what features of the CIA Career Service Program have been of most assistance to you in exercising your responsibilities?

The placement functions performed by the secretarial support of the various Career Service panels have been of some assistance, but this type of activity could be undertaken independent of any Career Service Program.

e. Are you satisfied with present procedures governing the processing of personnel actions through the various Career Service Panels and Boards to effect promotions, rotations, and assignments?

3.

Although present procedures for processing personnel actions on promotions, rotations, and assignments through the various Career Service Panels and Boards seem to involve a good deal of time and pro forma activity, I presume that (1) a rational and effective personnel process can only be refined so much and (2) the Panels and Boards operate as effectively and quickly as they possibly can under such conditions. On the substantive side, I do not feel we have experienced a great deal of success in obtaining qualified personnel on a rotational or reassignment basis through normal procedures.

In what way could these procedures be improved or modified to best meet your particular needs?

I would recommend that the Panels concentrate more on implementing career plans and aiding individual operating elements to arrange for the availability of qualified employees for existing or anticipated vacancies. One of the most persistent and difficult problems confronting operating elements is to secure the right employee for the right job at the right time.

f. What would be your main objections, if any, to greater interchange of employees on a rotation basis between DD/P, DD/I, and DD/S?

I would have no objection to a greater interchange of employees on a rotation basis between the three major components. Although, as a general rule, DD/P personnel should normally be better qualified to fill DD/P positions, there have been some specific instances in the past in which the best available individual for an IO Division position has been a DD/I individual. This, I think, would be less applicable to the DD/S area.

g. Any additional comments pertaining to the program as a whole.

It is apparent that one of the biggest problems in this program is the widespread lack of understanding and misconceptions concerning the Career Staff concept. Even its purpose is quite indistinct to many. Anything that can be done to revitalize and clarify this matter for all members would seem desirable. For example, does membership in the Career Staff in any sense convey a measure of preferred tenure in the event of reduction in force or personnel overages? What specific obligations regarding overseas assignment does an individual assume by obtaining membership? May a member as contrasted to a non-member of the Career Staff be required to go overseas or face dismissal? Has any consideration been given to establishing procedures which would confer preference on those who desire to go overseas? Particularly what distinction, if any, is made with respect to women in the Career Service attitude and policies? What relationship has Career Service membership to the Career planning cycle for the individual concerned?

4.

There are undoubtedly many other questions of a similar nature. In short, obligations and benefits which are attendant to Career Staff membership should be clarified and made known to all.



CORD MEYER, JR.
Chief

International Organizations Division

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CAREER SERVICE CONCEPT

a. What are your views as to the merits of a CIA Career Staff?

(1) A Career Staff concept in some form is fundamental and axiomatic since adequate long-range personnel programs can only be predicated upon a career concept. Personnel management in such fields as honor awards, training, and accelerated retirement can only be meaningful if it is related to some identifiable group who, by selective techniques, are recognized to be worthy of career development and advancement.

(2) There has been nothing in the past three years to indicate that the Career Staff has any tangible benefits.

(3) Advantages and disadvantages have never been clear.

(4) In principle, the concept of a CIA Career Staff is sound.

(5) Career Staff will have merit when it exists in fact rather than on paper.

(6) Can see no merit in Career Staff as presently constituted since provides no added incentive for employees and no particular advantage to Agency beyond that which appears to be inherent in its basic personnel practice.

b. Should eligibility for membership be more restricted than at present?

(1) Present concept is based on a broad career group of all staff personnel who desire to belong and meet three year criteria. This has a tendency to be coextensive with the personnel on board and, as a result, the meaning, obligation, and advantages of Career Staff is vague to most people

(2) It is felt that the ground rules should be tightened somewhat. Reevaluation of eligibility requirements for Career Staff should be undertaken to determine if they really meet the objectives of the Agency's career program and taking into account such factors as different rates of attrition in certain areas (i.e., clerical and housekeeping personnel). In this respect, it is not felt that a second class citizenship concept should be allowed to emerge in the form of discrimination against women, support types, or people unable to go overseas.

(3) As far as is known, no one has been turned down for membership in the Career Staff and it can only be deduced from this that any worthwhile Career Staff should obviously have a more restricted membership.

(4) It should not be restricted unless it really means something.

(5) Eligibility should most certainly be more restricted on the basis of more favored treatment. The core of the problem is to maintain a high level of able people in the Agency through separation of ineffectives and bringing in able new talent; however, in practice, it is recognized that this would be difficult to do due to personnel ceilings, administrative processes, etc. Also, discriminating treatment of a select group can create serious problems.

(6) The only offset to a more restrictive eligibility for membership would seem to be sufficiently rigorous standards of selection that they would be acceptable to those not selected. In this connection, it is also felt that the concept of the generalist should not be overstressed in such a system which would recognize the value of specialization.

(7) Not aware of present restrictions.

(8) Eligibility for membership should be more restricted.

c. Is the basic concept of separate career services for CIA sound?

(1) The basic concept of separate career services is sound. To effect an overall Agency career service would result in the creation of another label with little meaning (other than Agency affiliation) since one of the basic problems right now is that Career Staff means de facto about the same thing as staff status.

(2) Notwithstanding the foregoing, there is relatively little movement between the Deputy Directorates which inhibits the movement of qualified Agency personnel between them and, from the Agency's viewpoint, is not conducive to optimum and best utilization of its manpower. Some thought and study should be given to the feasibility of supplementing our Career Services by career groups of personnel identified as to functional speciality (i.e., economists, scientists, and reports writers). Once identified, these people could be considered for assignment without regard to any "freezes" now in effect between DD/I and DD/P areas. Perhaps even an overseas corps of qualified clerical and professional personnel could be instituted within such a framework.

(3) The concept of separate career services is not sound. Separate career services only perpetuate the factionalism and misunderstanding that has long existed among various CIA elements.

(4) The concept of separate career services is not sound as between PP, FI, and CI.

(5) I would favor a single career service for officers with achievement measured according to a varied criteria.

(6) The concept of separate career services is sound.

(7) The concept of separate career services is sound, provided it does not interfere with the efficient utilization of personnel.

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d. In terms of intelligent personnel administration, what features of the CIA Career Service Program have been of most assistance to you in exercising your responsibilities?

(1) The placement functions performed by the secretarial support of the Panels have been of some help, but these activities could be exercised independent of a career service program. Assumption of responsibility by the DD/P Clandestine Career Service for returnees and other personnel surplus to the needs of a Division is important.

(2) The only feature having potential value is the attempt to standardize promotion procedures and institute a system of merit in determining the promotion suitability.

(3) As far as my operational responsibilities go, I have not found any features which were of assistance to me. Maybe there are some hidden benefits. I find that I have little to say about people under my supervision except to recommend.

(4) Not really being thoroughly aware of the CIA Career Service Program, it may be that some aspect of it is of assistance. However, I am not conscious of any way that it assists me.

(5) No features of the program have helped at all so far as I know.

(6) No features of the program have been of assistance to me.

SECRET

e. Are you satisfied with present procedures governing the processing of personnel actions through the various Career Service Panels and Boards to effect promotions, rotations, and assignments? In what way could these procedures be improved or modified to best meet your particular needs?

(1) In general, the present procedures for processing personnel actions through the various Panels seem satisfactory even though they appear to be time-delaying, bureaucratic, and of little value to the Division (i.e., if the Panels agree with the Division, then the procedures seem superfluous; if they disagree, then obviously we are not satisfied with either the procedure or the result). However, the Panels do serve as a focal point for implementing Agency-approved policies and as a screening agent for DD/P. In this sense, I presume their contributions to be of major importance and that they operate as effectively and quickly as possible.

(2) I would recommend, however, that the Panels concentrate less upon concurring in individual requests for proposed personnel actions and work more toward implementing career plans and aiding operating units to obtain qualified employees for existent vacancies. One of the most frustrating problems confronting a Division is to secure the availability of a qualified employee. Any intervention or participation by the members of the Panel in this endeavor would be most helpful.

(3) I am not satisfied with present procedures governing the processing of personnel actions with the exception of the attempt to standardize promotion procedures and institute a system of merit for determining promotion suitability. For the most part, the only personnel suggested to us for rotation or reassignment by the Career Staff have been "turkeys" or "rejects".

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(4) Definitely No.

(5) I do not possess adequate knowledge to comment on this. I do feel, however, that the current system of referrals for assignment is inadequate. In my opinion, the system of review for candidates should allow you to tap, or become aware of, already-placed individuals who might be much more effectively utilized in the job to be filled.

(6) The present procedures seem very cumbersome and slow although I may not understand them well -- if at all.

(7) I am not satisfied with present procedures. My limited experience in this field convinces me that too little emphasis is placed on people and too much on the forms, techniques and whimsies of personnel boards and panels as concerns promotions, rotations and assignments. An illustration would be withholding promotion on the sole ground of age or sex. I believe that considerable improvement in morale would be achieved if merit (for promotions) and general suitability (for rotation and assignment) were made the only criteria for advancements and reassignments.

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f. What would be your main objections, if any, to greater interchange of employees on a rotation basis between DD/P, DD/I, and DD/S?

(1) I certainly endorse this concept in principle and feel that any substantial restrictions of movement tend to compromise the Agency's career program. Generally speaking, jobs in the DD/P can usually be better filled by persons who have a DD/P background, but the fact remains that there are many specific vacancies arising which could best be filled by a DD/I person rather than DD/P personnel who happen to be available or shopping at the particular time. This, of course, is equally true in the filling of DD/I or DD/S jobs. I am aware that current procedures provide for exceptions when a job cannot be filled by a person in a Deputy Directorate, but the emphasis is upon keeping the exceptions to a minimum and they are infrequent. If there is any other way that ceiling problems can be resolved short of this arrangement, I think it should be done, because I am convinced there will be no real career system in the minds of many of our employees until there is substantial opportunity for career progression through movement from one area to another. This is not to say that we should set aside any of our processes for determining the most qualified employee for a job, which in most instances will automatically benefit the DD/P employee in the DD/P or the DD/I employee in the DD/I, but Agency policy should recognize that the formidable barriers to movement are also barriers to the career development of Agency personnel.

(2) I would have no objections; in fact, I think it is a good idea.

(3) No opinion.

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(4) I would assume that the homogeneity between DD/P and DD/I would be much greater and, therefore, a much more valid basis for rotation than that of DD/S with either of the other two. I would object to rotation between DD/P and DD/I except on the basis of a highly qualified, selective corps such as the Career Staff idea could become.

(5) I consider it a waste of time in retraining personnel in skills already in short supply. Perhaps, it would be valuable in a restricted way in getting new points of view into certain key areas.

(6) I would have no objections. I think it would be constructive in the interest of efficient personnel utilization, provided it were handled on a case-by-case basis by mutual agreement between the Divisions concerned and, further, that it were not inhibited by ceiling considerations, as is now the case.

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g. Any additional comments pertaining to the program as a whole?

(1) I believe the biggest problem in this program is an apparent misunderstanding as to what the Career Staff is. Its procedural processes are known to some degree, but its purposes are quite indistinct insofar as most are concerned. Anything that can be done to refine and clarify this matter for all members seems desirable. For example, does membership in the Career Staff in any sense convey a measure of preferred tenure in the event of reduction-in-force or personnel overages? What specific obligations re overseas assignment does an individual assume by obtaining membership? As a further elaboration on this point, may a member, as contrasted to a non-member, be required to go overseas or face dismissal? Has any consideration been given to establishing procedures which would confer preference on those who desire to go overseas? I feel that the principal need is to revitalize the Career Staff by dispelling notions that the Staff is an illusion symbolized by the filing of a piece of paper, and I feel this can be done by clarifying those benefits and requirements which are exclusive to its membership.

(2) None of the foregoing is intended to suggest that there is no need for such a Career Staff, but indicates a dissatisfaction with the way the present system works. We need very badly to have a meaningful career program in order to keep the good people we have and to attract new ones. As the best way of achieving such a program I suggest that the Career Staff be handled as it is in State Department Foreign Service, i.e., that the recommendations of the Staff be backed by appropriate command authority.

(3) Promotion policy seems antiquated and badly administered. Selection-out procedures IN PRACTICE as I have seen them seem more like drumhead court-martials than fair and democratic procedures.

(4) I would hope that the current Fitness Reports should provide fairly accurate ideas as to the kind of able person the Agency should be able to retain and in whose favor a "discrimnatory" Career Service should be established. I assume that a more rigorous system of selection for membership in a Career Service could be worked out. As to what a Career Service should become, I would assume that valuable clues could be found in an analysis as to why the able kind of person we should attempt to retain has left the Agency.

(5) To me, there has been no discernable pattern which permits intelligent comment.

(6) None.

CONFIDENTIALDD/P 4-4582

11 February 1959

MEMORANDUM FOR: Chief, Operational Services

SUBJECT : Inspector General Survey of the CIA
Career Service ProgramREFERENCE : Memorandum from Chief of Operations, DD/P,
dated 2 February 1959

1. Subject memorandum requested candid expressions of views on specific points concerned with the Career Service. The following statements reflect my views and observations based on the past two years experience in OIS as well as similar experience covering fifteen years of earlier service with other U.S. intelligence organizations.

(a) Although there are strong pros and cons I believe in a CIA Career Staff. Intelligence has passed the age of adolescence in the United States Government organization and most people who enter intelligence service do so with the firm intention of making a career out of it. Few people come into intelligence work with the intention of taking a fling at it for a couple of years. We have grown more mature than we were when intelligence work was "fashionable for awhile."

(b) I believe that we have made serious mistakes in accepting so many into the Career Service on the basis of three years incumbency in one job. Frequently I see personnel files of employees who seem to be utterly lacking in flexibility. They do well on one job but when given a different assignment the results are mediocre or poor. Frankly, it makes more sense to hold off the possibility of Career Service membership until such time as an employee has been tested on several jobs whether that takes 3 years or 5 years. All too often an employee gains Career Service status after three years of satisfactory performance on one job, is later reassigned and proves ineffective. At this point the employee has gained sufficient Agency protection that countless man hours are expended trying various assignments, interviews, tests, assessments, etc.

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(c) I consider the basic concept of a separate Career Service, not services, for CIA sound. The normal Civil Service procedures could seriously handicap this Agency. See (f) below.

(d) The only feature of the present Career Service program which has been of any appreciable help has been the acceptance--reluctant though it has been at times on the part of employees and supervisors--of a Career Service Plan. Through the activities of the Career Service Panels, it has been possible to intelligently place some personnel in assignments to which they are better suited or in positions where they can round out their experience. This is a vast improvement over the old method of more or less blindly shopping a file.

(e) Volumes could be written on the subject of procedures governing the processing of personnel actions through the various Career Service Panels and Boards to effect promotions, rotations, and assignments. There are people who have been employed in this division for six years. Under present policies it is virtually impossible to promote deserving people who have not served in a geographical division or overseas with the Agency. Many of these people want to be rotated to a division or overseas. Frequently they are rejected on the grounds of having had no operational experience. Nobody has yet answered the question as to how one gets that experience without undergoing it. On the other side of the coin it is not reasonable to presume that every employee of DD/P can perform creditably in a great variety of assignments. Some people are by nature good field operators who cannot stand much of a Headquarters assignment. Other people perform creditably in certain Headquarters assignments, but who are literally fishes out of water in others and who would undoubtedly fizzle in a field assignment. For further comment on this see section (g).

(f) I see no real objection to a greater interchange of employees on a rotation basis among DD/P, DD/I and DD/S.

(g) Like Topsy this Agency just "grewed." Many people were brought in for specific assignments which never materialized and are still here as misfits. Many more joined CIA for specific projects for which they possessed rare skills. Now these projects have been terminated or slowed down and the people themselves have difficulty in adjusting to new and different type assignments. The experience of the Department of State under the Wriston Program bears out the contention that it is not entirely possible to produce the universal genius in our business. I think the Career Service Program can be made to work quite well over the years through the JOT program which infuses new and young blood, assuming that our recruitment policies are sound. As for the present status of our staffing, I firmly believe that two methods must be employed

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simultaneously if we are to avoid stagnation. First, there should be an optional early retirement program e.g. after 20 years government service and a certain age, 45 or 50 or after 25 years at any age etc. If extra credit is given for overseas service--as seems eminently fair--there is however the danger that the program could be self-defeating. Some people clamor for years for an overseas assignment while others have repeated overseas tours. It is a fair conclusion, I believe, that those with the most extensive overseas experience are our best operators. Should they retire early, many field stations would be manned by older hands getting their first taste of such duty, or else senior headquarters positions will be manned almost exclusively by people who have never had an opportunity for extensive field service. The optional aspect of a retirement program might avoid or diminish this problem. Some men are still going strong when they are 65. If they have managerial talents and want to keep active it would be a grave error to force their retirement. Others are blown, burned out and start losing their efficiency much younger. If they have served the Agency honorably and creditably, it would be rank injustice to drop them out cold. Yet they may have no talent for personnel work, management or research which would enable them to continue to make a significant contribution to the Agency. If legislation would permit their early retirement, they could be encouraged or forced to accept that status.

The other solution concerns younger men. If an employee enters on duty with the Agency in his mid-twenties, by the time he reaches his late twenties or early thirties a fairly clear picture of his potential has emerged both to this own vision and to the Agency. If, for example, an employee enters at age 26 at GS-7 and by the time he is 32 has advanced to GS-9, it begins to be quite evident that he is not going to set the world on fire. His chances of climbing to the GS-13 level appear mighty slim. Through sheer length of time in grade and seniority his supervisor might be inclined to recommend him for promotion, assuming that he is loyal and conscientious. But obviously, the man is lacking in ability and his continued presence is not likely to be of any advantage to himself or the Agency. If the Agency were to set up under cover a group of regional employment agencies throughout the country, this type of sub-standard employee might be properly placed in private industry in a position where his chances of advancement might be greater and where his suitability for another type of work might be manifested. If a sizeable number of younger employees of comparatively low potential could thus be siphoned off before they and the Agency have invested many years

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trying to place them in suitable positions, the progress of our more promising young people would not be impeded and the Career Service system would have a much better chance to accomplish its goals.



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Chief, OISD

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Executive Registry

11-1821

27 February 1959

MEMORANDUM FOR: Inspector General *hmn*
SUBJECT : IG Survey of the Office of Personnel
REFERENCE : Memo dtd 29 Jan 59 to DD/P, DD/I & DD/S fr
IG, same subject

Attached are the comments from the Deputy Director (Support) on your questions concerning the CIA Career Service Program which were prepared prior to Colonel White's departure for Harvard. Also attached are the comments which were submitted by the Chiefs of the various Support Offices and Staffs.



Acting Deputy Director
(Support)

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Attachments

SENDER WILL CHECK CLASSIFICATION TOP AND BOTTOM

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CENTRAL INTELLIGENCE AGENCY
OFFICIAL ROUTING SLIP

TO	NAME AND ADDRESS	INITIALS	DATE
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<input type="checkbox"/>	CONCURRENCE	<input type="checkbox"/>	INFORMATION	<input type="checkbox"/>	SIGNATURE

Remarks:

Some very good replies.

FOLD HERE TO RETURN TO SENDER

FROM: NAME, ADDRESS AND PHONE NO.

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